ADULT TRAINING IN THE NORTHWEST TERRITORIES
A REVIEW AND ASSESSMENT

Background Study prepared for the N.W.T. Legislative Assembly's
Special Committee on the Northern Economy

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ADULT TRAINING IN THE N.W.T

A REVIEW & ASSESSMENT

Prepared For The Legislative Assembly's
SPECIAL COMMITTEE ON THE NORTHERN ECONOMY

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This Background Study is one of several prepared for the Special Committee on the Northern Economy. It is being released in the hope that it will be widely circulated and discussed.

The findings of this report are the personal responsibility of the author and do not necessarily reflect the views of the Special Commmittee on the Northern Economy.

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SUMMARY

(Prepared by Project Staff)

The Special Committee on the Northern Economy recognized the essential link between training, employment and economic development. For this reason it asked Lynn Fogwill Consulting Services to conduct a review of training programs in the NWT.

1. THE KEY CONCEPTS

The study starts off with three key ideas.

A SYSTEM. It is helpful if we think of adult education as a system - a complex whole, made up of parts, that are linked together. We must learn to deal with adult education as a whole system - not just as individual parts.

PURPOSE. Training has a number of broad purposes that we must keep in mind.

Training is not merely a means to getting specific jobs. It is a way of upgrading the "human capital" of the society as a whole.

People must be trained if they are to run their own services, programs, and land claims organizations at the local level.

Training is a critical factor in ensuring that northern jobs stay in the north.

Training is necessary to ensure that northerners can deal with social problems that are arising in the north.

VISION. In the NWT we must develop our own unique vision of adult education which links the goals of training to economic realities.

Adult education must provide the basic elements - literacy, numeracy, problem-solving, and critical thinking - to help adults participate in social development and create community self-reliance.

It must enhance opportunities for work as well as employment. It must be directed towards community and social development as well as economic development.

Goals and strategies must be developed for each region and for each economic sector.

The vision must support the need of aboriginal peoples to implement and manage their claims.

STAKEHOLDERS. The term "stakeholder" refers to the major players in the world of adult education. In the NWT there are two major stakeholders who control most of the money: the Federal Government through Canadian Employment and Immigration (CEIC), and the GNWT through the Department of Education and Arctic College.

Other stakeholders include: other government departments who provide training for their own staff, native organizations, trade unions, industries, and community organizations.

2. TRAINING CHALLENGES AND STRATEGIES

To develop a long-term strategy for training, we must be able to deal with the major challenges. There are four of them.

1. POLICY RENEWAL AND IMPLEMENTATION

The Issues:

The present structure of adult education should be reviewed.

The GNWT needs strategic policies and goals regarding training for the primary employment sectors that reflect economic development goals and are geared to Northern job creation.

Training goals and strategies must be developed in consultation with industries.

The Strategies:

Human Resource Development for GNWT employees, presently located in the Department of Education should be relocated: either in the Department of Personnel, within a separate directorate, or within a new Public Service Commission.

Adult training should be given a higher profile. The consultant recommends a variety of possible new organizational structures that would do this.

Training policies should be linked, on a sector by sector basis, with economic policies. This requires cross-departmental cooperation.

A regular process of formal and informal consultation with the stakeholders in the system must be put in place and kept active.

2. BASIC SKILL DEVELOPMENT

The major challenge is to overcome the low skill development in the areas of literacy, numeracy, problem-solving, critical thinking and life skills.

The Issues

The dropout rate must be dealt with. At present 80% of non-native people complete Grade l0. But only 60% of Metis, 40% of Dene, and 20% of Inuit people complete Grade l0.

There needs to be more consistency in standards. TABE tests show that students often function at a much lower level than the grade level they have completed would indicate.

The public has to be better educated about the relationship between specific jobs and educational requirements.

The Strategies

Preventive steps must be taken to improve the high school system and stop the high drop out rate.

The GNWT needs to place a priority on upgrading. The Federal Government should be lobbied for more funding.

Partnerships with business and industry should be encouraged and developed.

There should be an intensive effort to create northern demonstration models.

There should be new systems and strategies for information sharing and networking.

3. TRAINING, WORK AND EMPLOYMENT

The North needs a more flexible system of adult training. It must be responsive to changing economic conditions. It must prepare people for work - and not only for employment.

The Issues

At the national level, training is always linked to employment. But in the North, many people work or run small businesses - but they are not "employed" nor seeking jobs. There is a need for education and training programs that support the mixed village economy and its economic self-reliance.

Training for employment must be linked to priorities established for economic sectors.

There should be available supply-side and demand-side labour market information. At present such information is inadequate.

The Strategies

Include training needs assessments for those who work as well as for those who are employed.

Strengthen the native training organizations such as ATII (The Inuit Coordinating Group), the Dene-Metis Coordinating Group, and the proposed Inuvialuit Training Group.

Develop training packages for small business people and the self-employed.

Develop and update training priorities as an integral part of an economic development strategy.

Promote entrepreneurial attitudes and skills through adult training programs.

Include training as part of any devolution package.

Strengthen the labour market analysis function. Cooperative research should be carried out with the major priority employment sectors.

4. DELIVERY OF ADULT TRAINING

Training and adult education should be made more accessible and should overcome existing barriers.

The Issues

Various factors impede access to education: physical distance, lack of financing, the need to live multiple roles while receiving training (work, financial commitments and family responsibilities).

There should be an emphasis on distance education. But we should not confuse technology with distance education. The most appropriate methods of distance education must be chosen.

Content should be divided into discreet modules that can be delivered in decentralized locations.

Learning should be competency based so that learners receive recognition for skills they already have as well as skills they acquire.

Different technologies should be combined with regular tutors and community-based mentors.

There should be open access to training programs so that learners can upgrade their skills while acquiring specific employment skills.

The Strategies

Make student accessability the guiding principle for all program development and delivery.

Design student support systems.

Choose the most appropriate distance education methods and technologies.

Negotiate cooperative distance education ventures with the federal government and neighbouring provincial governments. Create partnerships between Arctic College, the private sector and neighbouring public institutions.

3. BACKGROUND TO THE REPORT

The last section of the report provides background information. It includes a literature review, a summary of consultations, and a profile of the scope of adult training in the NWT - the various service providers and the courses and programs they offer.

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(ᐊᖏᑭᓯᒋᐊᕐᓂᖅ ᐱᓕᕆᔨᓄᑦ ᐱᓕᕆᐊᒥᑦ)

ᑲᑎᒪᔨᕋᓱᒃᑲᐃᓐᓇᖅᑐᑦ ᐅᑭᐅᖏᑕᑐᒥ ᒪᑭᒪᓵᔪᑎᖓᑦ ᐱᓵᔪᑎᓕᓴᑦᑐᑦ ᑐᑭᓯᐅᒪᓐᓇᖅᑐᑦ ᐱᓕᕆᐅᓂᖅᓱᓂᒃ ᐃᓕᓴᕐᕕᐅᓕᖅᑎᓂᖅ, ᓴᓇᓂᖅ ᐲᓇᐅᖏᓴᖓᓂᔪᓄ ᐃᑲᔪᑕᕐᕕᐅᑎᖃᖅᑎᓂᒃᑯᑦᓂᒃ ᑐᑭᓯᐅᒪᓐᓇᖅᑐᑦ. ᑕᒪᓐᓇ ᐱᓵᔪᑕᑦᔪᓂ ᐊᐱᓚᓪᓕᐅᖓᑦ ᓪᓗ ᓯᓚᐃᐅᒥ, ᐅᖃᐅᖏᓴᐃᓚᖅᑎᓂᒃ ᖃᐅᔨᓴᐃᓐᓇᕐᓂᔪᒪ ᐃᓕᓴᕐᕕᐅᑕᕐᓂᐊᕐᓂᒃᑯᑦᓂᒃ ᑐᑭᓯᐅᒪᓐᓇᖅᑐᑦ. ᑕᒪᓐᓇ ᐱᓵᔪᑕᑦᔪᓂ ᐊᐱᓚᓪᓕᐅᖓᑦ ᓪᓗ ᓯᓚᐃᐅᒥ, ᐃᓕᓴᕐᕕᐅᑕᕐᓂᐊᕐᓂᒃᑯᑦᓂᒃ

ᐱᓇᐅᔭᓂᐊ ᐊᐅᓚᓯᑎᐊᓕᓚᐅᑦ. ᑕᑕᔭᐅᑦᓴᓗᓐ "ᐊᐅᓚᓯᑎᐊᓕᓚᐅᑦ" ᐅᖃᐅᓴᐅᑎᖓᑦ ᑐᑦᓯᖏᓐᓄᑦᖢᓐ ᐱᓕᕆᖃᖅᓯᓚᓴᓂᐊᓂᐊᓂᑦ ᐃᓐᓇᐃᑦ ᐃᓕᓐᓂᐊᓂᐅᓐᓂᑦ. ᓄᓇᓕᖅᑎᐊᒥ ᒪᑐᐃᓐ ᐊᓂᔨᓚᐊᖏᑐᐊ ᐊᐅᓚᓯᑎᓴᓂ ᐱᓇᐅᔭᓂ: ᑲᓇᑕᐅᑦ ᒪᓕᒪᓂᐊᓂᑦ ᑲᓇᑕᐅᑦ ᐃᖅᑲᓇᐃᔨᖏᓂᔪᓂᕐᓂᑎᓂᑦ ᐊᓕᒪ ᓄᓇᒋᑐᓕᕆᓂᐅᓂᐊᓂᑦ (CEIC), ᐊᓕᒪ ᓄᓇᓕᖅᑎᐊᑦ ᑲᓇᒪᓂᐊᓂᑦ ᐃᓕᓴᐅᔾᔨᖏᑐᐊᓕᖅᑎᓂᐊᓂᑦ ᐃᓕᓴᐅᔾᔨᕐᓗᐊᓂᐊᓂᑦ.

ᐊᓂᓂᑦ ᐊᐅᓚᓯᓂᐅᐅᓪᓗᑦ ᐃᓚᖃᖅᑕᕐᓴᑦ: ᐊᓂᓂᓴᓂ ᐱᓕᕆᖃᖅᐊᓂᓂ ᑲᓚᒪᓂᖅᓂ ᐃᓕᓴᐅᔾᔨᖏᑐᐊᓂᓂ ᐊᑐᐃᓴᓇᐅᑎᓂᓕᖅᑎᓂᑦ ᐃᖃᓗᓇᐃᓇᓂᖅᓂᑦ ᓇᒡᒐᓂ, ᖃᑦᑐᓇᐃᓂᕐᑐᑦ ᑲᑐᐅᖃᑎᒌᖏᓂᑦ, ᓴᓂᐊᓕᕐᓗᓂᑦ, ᐱᓕᕆᖃᖅᐊᓂᑦ, ᐊᓕᒪ ᓄᓇᓕᓂᓂ ᑲᑐᐅᖃᑎᒌᑦ.

2. ᐃᓕᓴᐅᔾᔨᓕᒪᑦ ᑐᑦᓯᖏᓂᑦ ᐃᓕᓐᓄᓕᕆᓂᕐᓕᓂᑦᓗ

ᐱᐅᓂᑎᑦᓭᓕᓚᓂᐊᓂᐊᕐᑕ ᐊᑯᓂᐅᓂᑦ ᐃᓕᓐᓄᓕᕆᐅᓇᕐᑐᑦ ᐃᓕᓴᐅᔾᔨᑐᐃᓚᓂᐊᓕᓚᐅᓕᒪᑦ, ᑕᒪᓐᓇᐊ ᓴᓐᐳᑦᓕᕆᓂᐊᓂᑦ ᑭᐅᓭᓕᓚᐅᓗᑦ ᐱᓭᓕᓚᐊᖏᖅᑕᕐᓂᑦ. ᓯᑕᒪᐅᕐᓂᑦ ᑭᐅᓭᓕᓚᐊᖏᖅᑕᕐᓂᑦ.

1. ᐊᑐᐊᒪᐅᑦ ᓄᑖᔪᓚᐊᑕᐅᓂᖅ ᐊᑐᓂᑎᑕᐅᓂᖅᓗ

<u>ᐅᓂᖅᑲᐅᓯᐅᔾᔨᑦ:</u>

ᐃᓐᓇ ᐃᓐᓇᐃᑦ ᐃᓕᓴᐅᔾᔨᐊᖏᓐᓄᓐᓂᑦ ᐃᓕᓐᓄᓕᕆᓚᐅᓕᓂᑐᐃᓐᓇᑦ ᖃᐅᔨᓴᑕᐅᓇᓚᖏᓚᑕ.

ᓄᓇᓕᖅᑎᐊᑦ ᑲᓇᒪᓂᐊᓂᑦ ᐃᓕᓐᓄᓕᕆᓚᓂᑦ ᐊᑐᐊᒪᖃᓇᐊᖃᖅᑎᑦᓴᑦ ᑐᑦᓯᖏᓐᓄᑦᖢᓇᓚᖏᓚᓄᓐᓂᓗ ᐱᓕᕆᓂᐊᓂᑦ ᐃᓕᓴᐅᔾᔨᓂᐊᓂᑦᓂᓗ ᐱᓕᕆᓂᐊᓂᑦᓂᓗ ᐃᓕᓴᐅᔾᔨᑐᐃᓚ

2. ᐃᓕᓴᐃᖅᑎᑐᐃᓐᓇᖅ ᐃᓕᓴᕐᓂᓕᕆᓂᖅ ᐱᖓᓱᓕᕆᔨᓂᖅ

ᐱᓕᕆᔨᒧᑦᑐᖅ ᑭᐅᔭᐅᓂᖅᓯᓇᓚᕐᓂᖅᓱᒃ ᖃᓄᐃᓕᐅᑕᓚᕆᓂᖅ ᑎᑎᕋᓴᓐᓇᖅ, ᓇᓗᐊᓯᓂᓴᓐᓇᖅ, ᓇᓗᓕᒫᖅ ᐊᖏᖅᑯᓯᐅᑦᓴᓐᓇᖅ, ᐃᓯᒪᓕᑎᒋᓕᐅᔪᓂᖅ ᐊᖏᖅᑭᒪᑎᑎᒋᓚᓯᓂᖅ ᐃᓄᐃᓕᓂᕆᓂᖅ.

ᐅᓂᖅᑲᐅᓯᐅᑦ:

ᐃᓕᓴᐃᓇᓂᕆᓕᕐᓂᑦ ᐊᖏᖅᑭᒪᒍᓕᕐᓂᐳᑎᓴᓂᑦ ᓴᖏᕈᑕᐅᓕᖅᖃᖅᖢᑦ. ᒪᓐᓇ 80% ᖃᓄᐃᓇᓐ ᐃᓕᓴᐃᓇᓂᕆᔨᒪᔭᑦ ᔪᓚᑦ 10-ᒧᑦ ᑎᑭᓐᓂᑎᑦ. ᑭᓯᐊᓂ 60%-ᑐᐃᓐᓇᐃᓐ ᐊᓕᓐᓂᓴᐅᑦ, 40% ᐃᖏᕐᓂ ᐊᓗᒪ 20% ᐃᓄᐃᑦ ᐱᐊᓂᔨᒪᔭᑦ ᔪᓚᑦ 10-ᒥᑦ.

ᐊᖏᖅᑭᒪᓂᖅᐳᑎᑎᒃ ᒪᓕᓂᑎᓕᓂᖅᐳᑎᓴᖅᖢᑦ ᒪᓕᓐᓂᕐᓂᖅᖢᑦ. ᐃᓕᓴᐃᓇᑎᖅᑯᓕᒧᑦ ᖃᐅᔨᓴᐃᔨᔪᓐᓃᑦ ᖃᐅᔨᔪᓂᕆᑕᐅᓕᖅᖃᖅᖢᑦ ᐃᓕᓴᐃᓇᓂᖅ ᐊᖏᖅᑭᒪᓂᖅ ᐊᓂᓕᖅᑐᓂᖅᑎᑦ ᐃᓕᓴᐃᓇᑎᖅᑯᓕᒧᑦ ᖃᐅᔨᔪᓂᕆᑕᐅᓕᖅᖃᖅᖢᑦ ᐃᓕᓴᐃᓇᓂᖅ ᐊᖏᖅᑭᒪᓂᖅᓴᖅ

ᐃᓕᓴᐅᔪᓐᓇᕐᓂᕐᒥᐅᑦ ᓴᓇᔨᓴᓂ ᑲᑎᒪᖏᑦᑕᐅᒋᐊᖏᓐᓄᑦ ᐊᑕᐅᓐᓄᑦᑕᐅᑎᓕᕐᑕᐅᓂᑦ ᓱᖃᓕᓕᐅᑎᓕᕐᑕᐅᔪ-ᓴᐅᓕᐅᑦ ᐊᖏᓪᓕᐅᑎᓕᐅᑦ ᐱᓕᕆᔨᓴᓪᓚᐅᓂᑦ.

ᐊᑐᐃᓐᓇᐅᓕᖏᓐᓄᑦ ᐱᓕᓐᓇᖏᓱᓐᓇᐅᑎᓪᓗ ᐊᒻᒪ ᐊᑐᑦᑕᐅᓕᒪᓕᐅᑦ ᓴᓇᔨᓴᑦ ᑐᓴᒪᓴᓂᑦ ᐊᑐᐃᓐᓇ-ᐅᓕᐅᑦ ᐱᑕᖏᓐᓇᖏᓐᓄᑦ. ᒪᓐᓇ ᑕᐃᒪᓐᓇ ᑐᓴᒪᓴᐃᑦ ᐊᑐᐃᓐᓇᐅᔨᖏᒪᑕ ᐊᖏᑭᐅᒪᔨᖏᒪᑕᓗ.

<u>ᐃᓕᖏᔪᓴᐅᓕᑦ</u>

ᐃᓕᐅᑎᓪᓗᒍ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᖏᓐᓄᑐᑦ ᖃᐅᔨᓴᑦᑕᐅᓂᒃᑐᑦ ᓴᓇᓕᓂᐅᑦ ᐊᒻᒪ ᓴᓇᔨᔪᓴᐅᓕᓂᐅᑦ.

ᓴᓐᖑᓴᑎᑦᑎᓪᓗᒍ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᓴᓴᐅᓂᖏᓐᓄᑦ ᑲᑐᔨᖏᑎᑦ ᓴᓐᓂᓗ ᑕᒪᓐᔪᐊ ᐊᒋᓴᔪᑦ (ᐃᓄᐃᑦ ᐊᐅᓚᑦᑎ-ᔨᖑᑦ ᑲᑐᔨᖏᑎᑦ), ᐃᖏᓕᓪᓕᐊᓪᓚᓐᓂᓗ ᐊᐅᓚᑦᑎᔨᖑᑦ, ᐊᒻᒪ ᓴᖏᑕᐅᔪᖅᑐᐅᓕᑦ ᐃᓄᐃᐊᓗᐃᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᐊᓴᐅᑎᖑᑦ.

ᓴᖏᑦᑎᐊᓪᓚᕆᐊᖏᑦᑕᓪᓗᑎᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᓴᓴᐅᓂᐊᕐᓂᐅᑎᓂᑐᑦ ᒥᑭᓕᓂᑦ ᓴᓇᔨᓂᑦ ᓇᔨᓂᓪᓗ ᐃᖏᖅᓄᐃᐃ-ᑲᖏᑎᓄᑦ.

ᐱᔪᓐᓇᐅᓚᕆᐊᖏᓪᓗᑎᑦ ᓄᑕᐱᓚᐊᖏᑦᑕᓪᓗᒍᓐᓇ ᓱᓕᓐᓂᐊᕐᑕᐅᑎᓕᖅᖢᓂᐅᑦ ᐲᓚᑲᓕᓚᓂᓪᓕᐊᑦ ᐱᔪᓐᓇᐅᓚᕆ-ᓕᐊᔨᓴᓴᓂᐅᑦ.

ᕿᓐᓯᕐᓕᓕᐊᖏᓐᓇᑎᓪᓗᑎᑦ ᐃᔨᖏᓯᓕᓕᐊᔪᓂᐅᑦ ᓇᔨᓂᓗ ᐱᓇᓱᐊᖏᓐᓇᓪᓕᐊᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᖏᓐᓄᑦᑎᓪᓗᑎᑦ ᐃᓚᐅᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᐊᓴᐅᑎᖑᑦ ᐱᔪᓐᓇᐅᓚᕆᐊᖏᑦᑕᓪᓗᑎᑦ ᐱᔪᓐᓇᐅᓚᕆᐊᖏᑦᑕᓪᓗᑎᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᖏᓐᓄᑦᑎᓪᓗᑎᑦ ᐃᓚᐅᑦ ᐃᓕᓐᓂᐊᕐᑕᐅᑎᓕᐊᓴᐅᑎᖑ

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SECTION ONE:

KEY CONCEPTS

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1.1 PREFACE

This report is made to the N.W.T Legislative Assembly's Special Committee On the Northern Economy. The Committee identified adult training as a key area of interest in its task of developing a long-term economic development strategy for the N.W.T. and commissioned a Special Study on adult training in the North.

The Committee recognized that training is a critical and necessary factor in strengthening Northern control of the existing economy and in any re-structuring of the economy the Committee might recommend.

A major goal of any economic development strategy must surely be employment development so that Northerners might enjoy the benefits of increased economic activity. Without an employment- ready labour force Northerners will be denied those opportunities and training is the key to preparing a flexible and highly- skilled labour force.

An existing, trained labour force is an important factor in attracting new economic ventures to the North and training people for jobs in designated priority economic sectors will provide the North with a critical edge.

Training is also key to stimulating new economic activity through small business venture development in the many small communities of the North. Training in entrepreneurial skills and business management will be critical to successful development in this area.

In the traditional economic areas of hunting, trapping and fishing, where people work but are not employed, training is necessary to enable those who follow this economic lifestyle to maximize the benefits they reap from their work.

This report is offered to the Special Committee with that background in mind and provides some suggestions on how to wed the purposes and the effectiveness of adult training to an economic development strategy for the Northwest Territories.

The report is structured for those who like the crucial information up front and the how and why and what of the research left to later. There are three main sections to the report.

SECTION ONE; INTRODUCTION begins with a description of who are the key actors in adult training and some thoughts on the key concepts necessary to developing a strategic approach to adult training within an economic development plan.

SECTION TWO: TRAINING CHALLENGES delineates the Challenges, Issues and Strategies the Committee must consider in order to build a system of adult training that will be a relevant, flexible and successful component of an economic development strategy.

SECTION THREE: BACKGROUND TO THE REPORT draws a picture of the level of adult training activities across the Territories, provides an overview of the literature search done for the study and provides a synopsis of interviews with key stakeholders in adult training in the N.W.T.

A note of clarification is in order. This study does not purport to be an evaluation of adult training programs in the N.W.T., nor of any particular component of adult training. Such research was outside the scope and resources of the study. What was required and what is offered is a strategic analysis and assessment of the system of adult training in the N.W.T. with suggestions for the Special Committee regarding what aspects have a strategic impact on long-term economic development for the North.

For the purposes of the Committee the terms adult education, adult training and human resource development should be defined as follows: **adult education** refers to any formal learning situation for adults and in the context of training, adult basic education, including literacy, numeracy and upgrading are particularly relevant; **adult training** refers to any formal learning situation for adults where the final purpose of the training is entry into work or employment; **human resource development** is a rather newer term, often used loosely, but in the context of economic development refers to the value of the human resources to an economy and the economic value in upgrading those resources through education and training.

The remainder of SECTION ONE discusses some key concepts critical to understanding the role of training in economic development in the North and who are the main actors in the system of adult training in the N.W.T.

1.2 THE KEY CONCEPTS

1.2.a Training Programs as a System

The Oxford Dictionary defines "system" as a complex whole, a set of connected things or parts. In this sense adult training in the NWT is a system and for the purposes of the Special Committee it is relevant, useful and valid to treat the plethora of existing training programs as a system.

There are apprenticeship training programs, the certificate and diploma programs at Arctic College, six-month courses in basic office procedures offered through the community adult education office, re-entry programs for women offered through the YWCA and life skill courses delivered by the Native Women's Association.

These are the set of things or parts from the dictionary definition. They are connected to each other because each program is designed to prepare Northerners to access work and employment and to respond to the employment and economic needs of Northern communities. Because they are part of a complex whole -- creating employment opportunities for people -- they can be treated as a system and indeed for the purposes of

economic planning and development it would be a serious error not to treat adult training as a system.

One of the issues raised in this study is that there has not been a particularly systematic approach to training programs throughout the NWT and that there is a need for systemic goal- setting and priorizing in order for training to be fully effective.

1.2.b The Purpose of Training Programs

Training is not an end in itself. It operates within the context of both economic and community development and so we must ask the questions training for what and for whom and to what end.

In the NWT, as elsewhere in Canada, adult training is a critical component of human resource development which is itself a critical factor in any economic development strategy. Recent studies indicate a strong relationship between "human capital investment" and economic growth.

The 1986 Newfoundland Royal Commission on Employment and Unemployment argued that " education should be viewed, not simply as a means for training people for specific jobs, but more fundamentally as a process for upgrading the human capital of the society in a way suited to local economic opportunities."

As in Newfoundland, adult education and training are an economic investment and critical to successful economic development in the N.W.T. They also have a major role to play in enabling people to address the social and community problems which plague Northern society and prevent effective economic growth. Major upcoming political and economic developments on the Northern horizon will be well-managed or poorly-managed dependent upon the capacity and skills of the people to meet the challenges before them.

For example, training and education are essential to the capabilities of native people to manage to their benefit, the claims implementation process following settlement.

Training is a critical key to the successful local management of a wide array of programs and services that are being devolved to the community level by the GNWT. Local input and control of programs and services won't happen effectively without skilled human resources to take on the work.

Effective training is the most critical factor in ensuring that Northern jobs stay with Northern people. It is also essential in order to develop entrepreneurial skills in the small communities. If Northern jobs for Northern people and community self-reliance are strategic economic goals than they will not be achieved without developing the human resource base.

Finally, training is utterly necessary to the social and community development needed to address the human toll taken upon this society which is in the throes of rapid socio-

economic transition. As one native leader said "How can we train people to do bank reconciliations without also training them to heal themselves and their society." Unless we plan education and training programs that address the problems of alcohol and drug abuse, family violence, suicide, welfare dependency and that focus on community as well as economic development than training for jobs alone will fail.

In the North, as in many other parts of Canada and in the world, before there can be training for employment there is a critical need for basic education and skill development. There is a deeper implication than simply saying a plumber cannot be trained without being able to read and write well. The basic capability of the human resources determine to what extent the Government of the Northwest Territories is able to influence, shape and control the economic future of the North.

John C. Cairns says in a Canadian Commission for UNESCO document, **Adult Illiteracy in Canada - A Challenge**, edited by Audrey Thomas "In those developing countries where widespread adult illiteracy is, for one reason or another, not perceived as a serious issue, development, if it occurs, ... is likely to be distorted and illusory. It tends to be urban oriented, capital and technological intensive, alienating in respect to local culture and traditions, and to exclude most of the people from the process itself and from its benefits."

Some would argue that this is the kind of economic development that has dominated the North in recent decades and that the economic development process here is all too similar to that in colonial, third world countries.

In order for the Special Committee to design and accomplish alternative futures and a new sense of where the North is going, education and training must be seen to be an integral part of how to get there.

The N.W.T. training context is unique and complex. It requires a broad definition of training that responds to the personal, social, community and economic needs of Northern society, where work is not necessarily employment and individual self-reliance is linked to community self-sufficiency.

1.2.c A Vision for Adult Training

It is absolutely essential that there be a vision of the role and scope of the system of adult training for the Northwest Territories and that it be defined in the North. Without such a vision it is not possible to define and implement long-term and short-term goals and objectives for training programs in specific economic sectors or to accomplish an economic development strategy.

Without a clearly stated vision of economic goals and where training fits within them and without stated priorities to direct the adult training system, the GNWT will always be in a position of reacting to federal government and other priorities, not negotiating to implement its own. For example:

Nationally, CEIC has been backing out of low level upgrading since 1982-83 and since 1985 has said it will not fund it except in Newfoundland and the Northwest Territories. In the NWT in the last two years CEIC has funded only grades 8 - 12 and has said that the rest is up to the GNWT. Yet, lack of basic skill development and functional illiteracy is the major barrier to access to training programs in the North.

CEIC typically judges the success of a training program by how many of the trainees find full-time, permanent employment. By that definition, the guide training programs of the past several years are not successful. However, if several hundred people can supplement a mixed subsistence/wage family income for two or three months each year as guides and if they reflect well on the tourist industry then from a Northern perspective the training programs are successful. What is at stake here is that in the N.W.T. training for "work" can be as important as training for "employment".

Currently the federal government is assessing the effectiveness of the CJS program. It is examining strategies for coming to grips with national training issues including the falling skill level of the employed population, the mismatch of skills within the unemployed population and the demand side in business and industry and an aging population. There will be some policy changes coming as the federal government comes to grips with skill development in relation to economic development but will they be relevant to the North?

These three examples point out that there is frequently a mismatch between training goals and objectives for the North and national training goals designed for the country as a whole. With a well-defined vision of the role of training expressed as an integral component of economic development the GNWT can negotiate from strength and from a policy-basis, its participation in a national training strategy and a relevance in the priorities for federal training purchases within the NWT. But further than that the Government can ensure that training programs will contribute to Northern economic development goals.

There is a pre-requisite to defining an adult training vision for the N.W.T. and that is defining an economic development strategy. The work of the Special Committee on the Northern Economy will begin the definition of what are the economic priorities that training must address.

Within an economic development strategy the central elements of a vision for adult training would include the following:

- The prime goal of adult training is the development of the human capital potential of the North so that the adult population achieves the necessary standards of basic skill develop-

ment (literacy, numeracy, problem-solving and critical thinking) to participate in the community and economic development of the Territories.

- Adult training and education must be directed to fulfil the goals of community and social development as well economic development with an emphasis on community self-reliance.
- Adult training and education be directed towards enhancing peoples opportunities for work as well as employment.
- Adult training needs assessment, goals and strategies should be developed for each economic sector and by region in order to address the variances within the sectors and the regions of the N.W.T. economy and to ensure that training is geared to economic development priorities.
- Adult training goals and strategies must address the aspirations of the aboriginal peoples of the North with particular focus on the implementation and management of the land claims process.

The N.W.T., like the rest of Canada, needs a flexible, creative, responsive workforce of employees and entrepreneurs who are prepared to learn a variety of new skills throughout their lifetimes. But the North also needs a workforce that is geared to community and regional self-sufficiency, aboriginal self- determination and a mix of traditional and modern economic lifestyles.

1.2.d The "Stakeholders"

Adult training is a complex system of activities and there are many stakeholders in the system, each with their own needs, goals and agenda. The term "stakeholders" is used to describe all the players involved in training because they each have a vested interest and concern; they have a "stake" in how well the system works; the relevance, responsiveness and success of training programs and their impact upon the economy.

There are two major players or stakeholders in adult training in the N.W.T.: the federal government through CEIC and the GNWT through the Department of Education and Arctic College control virtually all the money and all the programming in the system.

The **Federal Government** is involved in training through Canada Employment and Immigration (CEIC), which funds training programs directly through the Manpower Training Agreement and indirectly through the Canadian Jobs Strategy (CJS).

The Federal Government also impacts the NWT through the Northern Careers Training Program of the Public Service Commission.

The **Government of the Northwest Territories** through **Arctic College** is the most visible delivery vehicle; offering some forty certificate, diploma and apprenticeship programs. In addition to campus-based programs, the College offers community-based up- grading,

vocational and training programs through its community services departments and the community adult educators.

The **Department of Education** has responsibility for those adult education centres not yet transferred to Arctic College, for coordination of apprenticeship programs, for employment development and labour market assessment, for student support services including financing and counselling and for coordinating all government employee in-service training programs as well as private and government on-the-job training programs.

Other government departments negotiate training programs for staff and training py's with Education, have line items in their budgets to support staff attendance at workshops and courses, and sometimes provide training activities for individuals and groups outside their immediate departments; for example Economic Development offers workshops for small business people or crafts producers and Social Services offers training programs for child care workers.

The **native organizations** are stakeholders in the training system and participate formally through ATII (Inuit Training Coordinating Group) and the Dene - Metis Training Coordinating Group. Their primary role is community-based needs assessment and then brokering the required courses through Arctic College. The Native Women's Association and Friendship Centres act as delivery agencies for training as well as engaging in needs assessment. These agencies are important to the effective functioning of the system and are a valuable component of it.

Trade unions, businesses, industries and community organizations are also stakeholders in the training system. They are directly and indirectly involved in training needs assessment and program delivery through organizations like the Tourism Industry Association and the NWT Construction Association. Their major stake in the system is their reliance upon an available, skilled, employable workforce.

Having outlined the purposes of adult training and its strategic implications for economic development, the elements of a strategic vision for training in the North, and the major stakeholders in the training system; what are the current challenges facing the system of adult training within the context of developing an economic development plan for the N.W.T.?

SECTION TWO:

TRAINING CHALLENGES

AND STRATEGIES

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TRAINING CHALLENGES AND STRATEGIES

Section Two outlines four major components of the adult training system which have major strategic implications for the development of an economic development plan for the N.W.T. Each component is presented as a challenge, the issues implicit in the challenge are discussed and a number of strategic options are presented. The four challenges are Policy Renewal and Implementation, Basic Skill Development, Training, Work and Employment, and Delivery of Adult Training.

2.1 POLICY RENEWAL AND IMPLEMENTATION

THE CHALLENGE

In order to achieve a capable, resident workforce the NWT must have well-defined specific adult training policies that are integrated with economic and community development priorities.

Policies must be subject to regular input, review and renewal. If there is not regular policy renewal training programs will fall out of step with changing economic circumstances and priorities.

Training policies and goals must address the "system" and bring a systematic approach to managing all training activities in the interest of Northerners and their socio-economic goals.

When something is articulated it is connected, usually by joints. Adult training policies must be articulated or connected to the programs and activities through a structure that builds in and supports ongoing consultation with the stakeholders in the training system.

ISSUES AND DISCUSSION

- Structural Basis for Training Policies and Programs

Adult training has been in a state of almost constant transition during most of this decade. Following the 1982 Report of the Special Committee on Education, management and coordination of all adult education and GNWT human resource development were consolidated within one department (Education). This has led to a strengthening of the system and its functioning but there are some areas of weakness.

As part of a process of policy renewal some questions need to be asked. Is this the best model for implementing training goals geared to employment development and for managing the system of adult training?

Is there advantage to the entire system being managed by one department? From a systemic analysis, undoubtedly it should. Should it be Education? The Department of Education is primarily concerned with the K - 12 school system in a jurisdiction with a very young population and a demand for massive capital investment and creative approaches to curriculum in a multi-racial, transitional society. Within that context adult training cannot receive adequate profile and priority.

Should human resource development for GNWT employees be managed by the same authority as human resource development for the Territories generally? What are the policy, planning and delivery implications of human resource planning (Personnel), human resource development (Education) and affirmative action programs (Equal Employment Directorate) being located in three separate departments? From a systemic perspective these three functions should be part of a single management unit and are essentially a personnel function.

☐ Developing Training Priorities and Goals

The 1987 Continuing Education Policy and Directive established the educational principles of lifelong learning, maximum student access and program responsiveness to business and the community as well as clearly outlined areas of responsibility and authority between Education, Arctic College and the Local Education Authorities.

However, there needs to be strategic policies and goals regarding training for the primary employment sectors that reflect economic development goals and are geared to Northern job creation. If education and training are to assume an active role in economic development then "Educators need to be taught about economic development and developers about education." (**Education For Self- Reliance**, The Education Report of the Newfoundland Royal Commission on Employment and Unemployment)

There should be training strategies by sector; training plans and programs for the construction industry, for the tourism industry, the resource extraction industry, the professions (health, education, social services) and the public and non-governmental sector (clerical, administrative and management).

☐ Consultative Basis for Policy and Program Development

Training goals and strategies must be developed in consultation with the industries, business and professions towards which they are geared. This necessitates an active, ongoing consultation process taking the policy and program development process beyond the bureaucracy.

Training goals and strategies cannot be developed in isolation from an overall economic development strategy nor can they remain static. As economic development policies and strategies respond to changing international, national and territorial circumstances so must training strategies be renewed in order to be responsive to and reflect new economic priorities.

It can seem that the economic sectors in the North operate in total isolation from each other and from the training agencies and institutions. They frequently cite an inadequately prepared and trained labour force as a problem and blame the Government for failing to remedy the problem. There needs to be more systematic consultation and cooperation between government and the sectors for adequate needs assessment and labour market analysis as well as in the design and delivery of training programs to meet the demands of the various sectors.

THE STRATEGIES

☐ Relocate GNWT Human Resource Development

The human resource development for GNWT employees function within Education should be relocated so that the training function is housed with the human resource planning function and preferably with the affirmative action function, which has major training implications. There are a number of options; all could be located within the department of Personnel, within a separate directorate for human resources or within a public service commission.

☐ Heighten Profile of Adult Education and Training

Adult training, employment development and post-secondary education should have a higher profile as well as visible priority. Many jurisdictions in the South have separated out the post-secondary function from the K to 12 department of Education. By their very names they give profile to the employment related purpose of training. In Newfoundland there is the Department of Career Development and Advanced Studies. In Alberta there are three ministries; a department of Education, a department of Advanced Education responsible for post-secondary institutions and a department of Career Development and Employment created in the 1980's because there was not enough focus on manpower and job-creation within the old department of Advanced Education and Manpower.

The N.W.T. is a small jurisdiction with a small revenue base and there is little merit in creating new layers of bureaucracy without good cause. However, there is a strategic value in raising the profile of adult training and manpower development activities. There are a number of options; the current Advanced Education component of Education, (which includes the Employment Programs, Apprenticeship, Program Development and Evaluation and Certification and Student Assistance sections) could be separated out to form a new ministry, the Advanced Education component could be separated out to form a secretariat or directorate, or the Advanced Education component could remain within Education but be renamed to reflect a new focus on employment development and be given a higher profile and priority.

☐ Institute Cross-departmental Policy and Program Development

High priority should be given to developing, reviewing and renewing policies and priorities for the system of adult training as an integral part of policy development for the economy in general. Within that general approach training policies and goals should be developed within each economic sector that reflect the priority assigned to that sector

within an overall economic development plan. This implies and indeed will not be successful without cross-departmental cooperation. An option would be to strike a cross-departmental training policy working group or task force chaired by the new or renamed Advanced Education.

- **Institute Public Consultation and Input**

There should be clearly identified access to the process of developing training priorities, goals and programs for the stakeholders in the system.

A regular process of formal and informal consultation with the stakeholders in the system must be put in place and kept active. We need to develop new models of consultation for cooperative labour market analysis, needs assessment and program development.

Recent initiatives by Advanced Education with the N.W.T. Chamber of Mines is one model of a potentially workable partnership in defining job turnover and vacancies, their skill requirements and designing training priorities and programs around them. The Keewatin Regional Training Advisory Committee which is composed of representatives from a number of government departments and from the private sector along with the training authorities is another excellent, workable model. These models and others must be part of a systemic approach to consultation with all stakeholders.

Short term personnel exchanges between various employment sectors and (the renamed) Advanced Education or Arctic College for specific purposes or projects related to needs assessment, program development or delivery would enhance the appropriateness and effectiveness of training programs and should be actively negotiated.

2.2 BASIC SKILL DEVELOPMENT

THE CHALLENGE

Low level skill development (literacy, numeracy, problem solving, critical thinking and life skills) is the single most significant barrier faced by NWT adults in accessing training programs. It is a problem of massive and critical proportions in the NWT and must be assigned top priority.

In Canada and internationally, economists, industrialists and business people have realized that low level skill development costs society in lost productivity, accidents and errors. The total cost to the Canadian economy was estimated to be $10 million in 1988. And the dismal statistics never convey the full loss of human potential and human capital in the society.

The problem isn't new and there are no "quick-fix" solutions. If anything the problem has deepened because minimum standards for skill levels must be set even higher than previously because the demands of work require higher skill levels with the onset of the information era and rapid technological change.

ISSUES AND DISCUSSION

☐ School Retention Rates

Although there are encouraging signs that some schools across the territories are retaining more students longer, the early school leavers are still too high a percentage of the school population and particularly of the native populations. Recent statistics reveal that 80% of non-native students complete grade ten, 60% of Metis, 40% of Dene and 20% of Inuit. This means that there is a major challenge to be faced at the preventive level. Young people need to realize the necessity and relevance to their lives of remaining in school and completing their grade twelve. They also need parents, relatives, counsellors, elders and the community to support them in their schooling.

☐ School Standards

Frequently TABE tests show that although individuals have completed grade ten or nine, they in fact are functioning at a much lower level than the grade they have supposedly completed. This is a serious comment upon the standards of education provided Northern students and a condemnation of the quality of teaching in many settlement schools.

Even more than the system of adult training the system of schooling has been in a state of rapid transition for most of the 1980's as the Government began implementing the recommendations of the Special Committee on Education. It may well be that in an effort to decentralize input and control of education to the community level standards and quality have been temporarily lost. It should be noted that similar findings are experienced in other parts of Canada and this problem is not unique to the North.

☐ Employment and Life Skills

In addition to basic literacy and numeracy skills many Northerners lack basic modern life and employment skills and this is a barrier to their ability to access and succeed in training programs and employment opportunities.

This lack of work-essential skills are frequently described by employers and trainers as "the problems of settlement time" or "welfare time and mentality". Poor skills in time-management, problem-solving, money-management all contribute to trainees experiencing difficulty and failure in training programs and in on-the-job training. In the North most of these difficulties in making the transition from traditional work to employment or from home or school to employment are culturally based. Typical job entry or job readiness programs which focus on life skills, work experience or job orientation must also be sensitive to cultural differences.

☐ Public Awareness

There needs to be greater public awareness concerning what are the basic skills necessary to life in the modern North and why it is important to acquire them. There should be more public information on what skills are necessary for what jobs; including literacy, numeracy, life skills and other generic skills such as using information, critical and

entrepreneurial thinking, analyzing and solving problems and this information must reach children, young people and older adults. The economic value of education and training needs to be identified. The relationship between community economic development and self-reliance and the skill levels of self-employed workers and employees should be promoted.

THE STRATEGIES

☐ Increasing Retention Rates

Preventive measures directed at further increasing the retention rates and standards of the school system and building community and parental understanding and support for education are needed. It is outside the scope of this study to comment in detail on the K to 12 system, offer an analysis of the problems or suggestions for strategies for change.

However, as long as the schools fail young people the remedial demands for adult basic literacy and education will remain unacceptably high and expensive to meet. The long term solution lies in making the school system effective so that young people emerge from high school equipped to train in the work or employment field of their choice.

☐ Raising Basic Skill Levels

Time and adequate resources will provide the only successful solution. Raising the basic skill level of the adult population is not something that can be fast-tracked. Literacy, adult basic education, and pre-employment skills must be given a priority commensurate with the size of the problem.

A beginning has been made, particularly with the new literacy strategy and funding announced by the Minister of Education in 1988, but it will not be enough. Literacy programs will only address part of the problem and it may be that the nearly $2 million dollars over the next three years will make only a beginning.

The Government needs to also place a priority on upgrading and employment readiness programs. If the literacy program is successful it will generate a substantial pool of adults ready for further education and training.

The funding question is an important one. Raising the basic skill level of the Northern adult population will require significant resources. In addition to resourcing from the GNWT, the federal government should be lobbied for more adequate support. Although low level upgrading is not a national training priority it is an N.W.T. priority and should be recognized as such and federal funding should reflect the measure of the problem and the priority placed on confronting it.

In Canada and internationally, business and industry are recognizing their stake in ensuring there is a well-trained labour force and that they have a role to play. Partnerships with businesses and industries should be sought and encouraged. There are some interesting examples emerging in the South; they should be researched and their ap-

plicability to Northern circumstances explored. Other sources of support including foundation grants should be sought.

Finally, the raising of basic generic skill levels in the adult population must take on the nature of a campaign and have a strong policy, goal and program coordination from the Government.

- **Northern Demonstration Models**

There should be an intense effort to encourage creative, demonstration models of basic skill development programs developed at the community level; for example partnership programs between community agencies, a business or industry and the GNWT or programs that combine adult basic education with life and employment skills with generic skill development with on the job training.

Programs should be encouraged that respond to community needs and circumstances but which are planned and implemented with a conscious effort to document those aspects of the program which are replicable and transferable to other communities within the North.

- **Information-sharing**

There should be new systems and strategies for information- sharing and networking, both across the Territories and from the South, regarding new curriculum, resources, teaching and learning methods and community-based programs.

Networks and systems should be community-based and should profile the need and importance of basic skill development to individual and community social and economic well-being as well as possible strategies for increasing skill levels in each community.

Government communications systems including facsimile machines, telecommunications and computer networking should be available to encourage information-sharing and networking around adult training issues and strategies.

2.3 TRAINING, WORK AND EMPLOYMENT

THE CHALLENGE

The North needs a system of adult training that is responsive to changing employment conditions, produces a flexible and highly skilled labour force, and is designed and delivered from an up- to-date and reliable information base.

This could be said of anywhere in Canada. However, the North faces other challenges in that not all work done by Northerners is employed work or for wages. The Government must create a system of training opportunities that reflects and is responsive to the full economic spectrum.

ISSUES AND DISCUSSION

☐ Training For Work

Many people in the settlements work; - as hunters and trappers, as craft producers or guides. Others operate small businesses or community-based enterprises and cooperatives. They are not "employed" nor seeking jobs. At a national level training is always linked to "employment" and the success or relevance of training programs are linked to definitions of work as employment. National training priorities are linked to national skill shortages in specific economic sectors.

Although more Northerners are moving into the wage economy and are becoming employed, many will choose to remain in a traditional economic lifestyle or to blend traditional economic pursuits with casual or seasonal wage employment. Training is as significant to them as it is to those seeking employment. With the settlement of the remaining two land claims there will be an increase in community enterprises and entrepreneurial activity demanding an increase in training programs that are not necessarily for employment.

There is a need for education and training programs that support the mixed, village economy and its economic self-reliance as an economic goal. The economic vitality and viability of a small community will reside in the ability of the individuals in that community to be self-reliant. Some will need to develop entrepreneurial skills and the skills for successfully developing new enterprises. Some will need to develop further their skills in traditional economic pursuits and in successfully marketing their products. Some will need to enhance their skills to manage and administer the agencies and organizations that will result from the land claims implementation process.

☐ Training For Employment

In addressing training for employment, priority employment sectors must be reflect the goals of an economic development strategy. If the resource extraction sector is a priority then training for designated jobs within that sector will be a priority. This may not match with nationally designated skill shortages but will be a priority if an economic goal is to increase the rate of Northerners in Northern jobs.

Since the GNWT is in the process of devolving to the local level a variety of programs and services then there will be a continued requirement to train community people for the administrative and management jobs in local and territorial government offices.

☐ Labour Market Analysis

An accurate and adequate information base is vital to economic planning generally and key to developing training strategies for successful economic development. For the public and private employment sectors there should be good supply-side and demand- side labour market information and analysis.

On the supply-side the GNWT has made a start with the 1984 Labour Force Survey and a second survey being conducted during the early months of 1989. The survey is designed to complement the Canada Census data and the new Employment and Training Register begun through the Department of Education.

On the demand-side the GNWT is very weak. In August 1988 CEIC produced a twelve month analysis of newspaper job vacancies which has had some usefulness but is inadequate on its own. The recent initiative with the NWT Chamber of Mines mentioned previously was implemented to identify future job vacancies and training requirements within the mining sector. It looks to be a useful model for sector needs assessment.

The previously described Keewatin Regional Training Advisory Council is another useful model for needs assessment on a regional basis and the role the native training coordinating groups play in grass-roots needs assessment is particularly valuable.

However, generally speaking there is insufficient information to predict where the jobs will be and if there is a mismatch on the supply-side or what should be the training priorities. Moreover, what labour market analysis there is ignores the self-employed in traditional and mixed economic ventures and the training demands they engender.

THE STRATEGIES

- **Training Needs Assessment**

  Include training needs assessments for those who work as well as for the employment market. Assessments must be regularly made in consultation with traditionally and self-employed people and with organizations which represent their interests, such as Hunters and Trappers Associations, the N.W.T. Native Arts and Crafts Society or the Co-ops.

- **Native Training Organizations**

  Strengthen native training organizations such as ATII, the Dene- Metis Coordinating Group for Training and the proposed Inuvialuit training group. Their work in articulating community-based training needs and developing long-range training goals and plans is hindered by a lack of core funding.

- **Training for the Self-employed**

  Develop flexible modular training packages in consultation with small business people and the self-employed and geared to their needs.

- **Training Priorities**

  Designate territorial training priorities as an integral part of an economic development strategy. Update and renew training priorities in line with changing economic development strategies.

- **Entrepreneurial Skills**

  Promote entrepreneurial attitudes and skills through adult training programs. As well, these skills could be encouraged and developed in young people through the school system. Career counselling should emphasize entrepreneurial kinds of career and economic opportunity along with the trades, the professions and the public service.

- **Devolution and Training**

  Include provisions for training as an integral part of any devolution or transfer of programs and services to the community level.

- **Labour Market Analysis**

  The labour market analysis function of the GNWT must be strengthened. There should be ongoing labour market analysis vis a vis the employment side of the Northern economy. Labour market analysis must be made a priority and resourced adequately. There must be regular supply-side surveys done at least every two years. A demand-side data-base must be developed and updated regularly. Information should be reported by sector and by region and include the GNWT as a major employer as well as those private sectors designated as priorities within an economic development strategy.

- **Cooperative Labour Market Research**

  Education officials should negotiate cooperative approaches to labour market analysis with the major priority employment sectors. Consortium models of labour market research should be a priority. Other options include establishing regular sector- specific consultations or a labour market analysis working group composed of public, private and community representatives with financial and in-kind support from all sectors.

2.4 DELIVERY OF ADULT TRAINING

THE CHALLENGE

Training and adult education should be accessible and should facilitate a smooth transition between education and work, work and on-going training or future re-training. The training system must address the barriers to learning created by small settlements separated by great distances; those created by the family and financial responsibilities of adults; those created by the gender barriers that subtly prevent women from entering non- traditional occupations; and those created by linguistic and cultural differences in a multi-racial society.

The Special Committee on Education made a commitment to the concept of lifelong learning and the Continuing Education Policy furthered that commitment through its promise of maximum student access in the face of the problems of distance and cost.

These commitments must be more than words on paper but a guiding principle in the implementation of training programs.

ISSUES AND DISCUSSION

☐ Access to Training

The question of access (being able to take training) is most commonly thought of as physical distance only; however access to learning is also affected by the financial support available to the trainee and by the burden created for the learner by their multiple roles including work, financial commitments and family responsibilities.

In the N.W.T. especially, even very young adults already have family responsibilities. He or she cannot easily devote six or ten months let alone two years to upgrading or training without the financial and community supports to put food on the table, pay the rent and the utilities and care for the children.

When programs are delivered close to home, when they are delivered in short modules, when credit is available for competencies already acquired, when family residence accommodation is available and when employers are prepared to give educational leave time, then these barriers to accessing training are reduced if not eliminated.

☐ Distance Education Delivery

Distance education is simply employing one of a variety of means to deliver a program of training or education other than having all the students in one classroom at the same time with a teacher. It is "education at a distance".

The N.W.T. is particularly suited to distance delivery of training and education because of the small population scattered across a vast geography. In fact the Special Committee on Education felt that the North's circumstances combined with a lack of deeply-entrenched educational traditions and institutions should encourage the development of innovative responses and this is still true today.

When we look for innovative distance delivery methods for the North it is important to remember that the correspondence course is also a distance education methodology; in fact it was the first one. In recent years there has been a temptation to get too caught up in the latest technology; the excitement of interactive satellite tv delivery of courses, for example. This is simply confusing technology as distance education. The facs machine may well prove to be as exciting an educational tool as the modem and computer conferencing.

In designating programs or part of programs for delivery at a distance and in choosing which distance method to employ it is vital to know who are the students, what do they need to learn and how will they learn it best. Then choose a method that will fit with those learning objectives and conditions.

The key components of distance education methods for the North should be;

- that training content be modularized in discreet components so that it can be delivered in as decentralized a location as possible;
- that learning be competency-based so that learners receive recognition for the skills they already have and those that they acquire as they proceed through the training;
- that whatever educational technologies (correspondence, electronic mail, facs machine, computers, teleconferencing, video and television) are employed be combined with regular tutor contact and support and a system of community-based mentors.
- that training programs have open access so that learners can upgrade basic skills while acquiring specific employment skills;

THE STRATEGIES

- **Accessibility**

Make maximum student accessibility the guiding principle for all program development and delivery. This is clearly stated in the Continuing Education policy but it must have life breathed into it continually.

This implies that every training program that is developed where possible employs open learning entry and competency-based curriculum and is offered in short modules that are eligible for accreditation. It also means that there is gender and cultural sensitivity in recruiting for training and in curriculum materials used. Finally, it assumes that responsiveness to individual and community needs is built in through ongoing feed- back and evaluation systems.

- **Student Support Systems**

Design student support systems to respond to the needs of the adult learner who may have to move through cycles of work, then re-training and then back to work again; or who may move from home responsibilities such as family and child care to adult basic education or part-time study in preparation for further training and employment. This means ensuring that there is adequate student financial support for all adult training programs, including part-time. It also implies a broader public responsibility in terms of community supports such as library facilities, child care alternatives, training counselling, especially for women in non-traditional occupations or access to government communications systems.

- **Distance Education Methods**

Investigate which distance education methods are most useful and appropriate in N.W.T. adult training. This would include examining relevant models from the South such as the Contact North project in Northern Ontario and encouraging demonstration projects in

the N.W.T. It would include assessing current off- campus delivery such as the Teacher Education Programs for the distance delivery methods found useful and not-so-useful. One option would be to strike a task force within Arctic College and/or Advanced Education to identify methods or combinations of methods most appropriate to adult training here.

- **Distance Education Cooperation**

  Negotiate co-operative ventures in distance education with the federal government and with neighbouring provincial governments in order to maximize the N.W.T.'s access to new, expensive hardware and software.

- **Distance Education Partnerships**

  Negotiate distance education partnerships or the establishment of distance education consortia between Arctic College, the private sector and neighbouring public institutions.

- **Distance Education Technologies**

  Adapt and mould distance education technologies to respond to the North's needs and resources. Use of distance education "high tech" should only be employed if it is developed in conjunction with the learners in a community so there is a sense of community ownership and the learning process does not become alienating.

2.5 SUMMARY

These four challenge areas; policy and program renewal, basic skill development, training for work and employment and innovative delivery of adult training, are the four strategic keys to ensuring that the adult training system is responsive to the priorities of an economic development strategy for the N.W.T. and effective in implementing the goals of that strategy.

Without ongoing policy and program renewal, a high priority and profile for training, and ongoing consultation, training planning will be ad hoc and not relevant to socio-economic plans and priorities.

Without a major emphasis on raising the basic skill level of the adult population job creation, employment development and skill training initiatives will fail.

Without training for self-employed workers as well as training for employment the GNWT will be responding to only a part of the current economic reality.

Unless there is a day by day commitment to innovative delivery of training courses, adults will not try to enter training or if they do they will drop out and fail because the pressures and barriers are too strong.

SECTION THREE:

BACKGROUND TO THE REPORT

SECTION THREE: BACKGROUND TO THE REPORT

3.1 INTRODUCTION

The purpose of this last section of the document is to provide a summary of the work that was done in order to generate the analysis and strategies offered in Sections One and Two.

The author set out to look at adult training activities in the N.W.T. by carrying out three kinds of research activities. The first was to read recent and relevant literature about adult training to see what could be gleaned for an analysis.

The second was to interview key people in organizations with a stake in effective training programs in the N.W.T. These are the individuals and organizations I have designated the "stakeholders".

The third activity was to pull together data on training activities in order to paint a picture of the level of programs; how much money is spent, how many learners are involved, how many programs are there?

This third section of the report will provide a summary and discussion of these three activities.

A listing of the materials consulted in the literature review is provided in Appendix A. However, a discussion of several of the documents which have particular relevance for the N.W.T. and the purposes of the Special Committee on the Northern Economy is offered here.

Likewise, a listing of the individuals and organizations consulted and interviewed is provided in Appendix B; with a synopsis and discussion of the consultations provided in this third section.

Section Three will conclude with a reflection on the adult training system of the N.W.T., highlighting the strengths and weaknesses of the system.

3.2 THE LITERATURE REVIEW

In conducting the literature review I selected recent documents that would provide an international and national perspective as well as documents from other jurisdictions and from within the Territories. A number of those reviewed were selected for a commentary here.

3.2.a International

The Organisation For Economic Co-operation And Development (OECD) has in the past year issued a number of papers on the interactions between economic, social, labour market and educational policies. Although the OECD reflects the large, primarily urban-based, industrial economies of its European and North American (including Canada) member states, their current thinking in training provides an international context for the N.W.T. and is not without relevance to our situation.

The OECD paper **The Active Society** states "A 'rediscovery' of human resources as a major determinant of economic performance is emerging in policy thinking in many countries -- human resources are being called 'the new wealth of nations' ".

The paper states further that recognizing the key role of human resource development stems from "the continual need for adaptability and renewal that accompanies rapid change in economies and societies. These arguments apply equally at the macro level as they do for individuals and their employability."

Internationally the re-focusing of economic development strategies to encompass flexible and responsive education and training has stemmed from the emergence of the new technologies and the information-based economy. Although, the economic circumstances are not identical, many of the education implications make very good sense to the N.W.T. which is also in a state of rapid economic and societal change.

Again, a statement from **The Active Society**; " Active participation throughout working life in economies characterised by rapid economic change clearly implies that individuals start out with a good broadly-based education that has provided the foundation of knowledge, skills, and attitudes on which further learning and vocationally-specific skills can be built. Openness to new learning -- 'learning to learn' -- and an introduction to the values of 'entrepreneurship' and self-sufficiency are important."

The OECD in a paper **New Technologies in the 1990's: A Socio- economic Strategy** argues that in order for education and training systems to meet the demands of changing economies there must be improved co-operation between education, enterprise and trade unions, a focus on enterprise-level training and an educational emphasis on developing qualities such as teamwork, initiative, creativity, entrepreneurship, problem-solving and openness to change.

There are clear challenges from the international literature that are applicable to the N.W.T. The system of early education has a role to play in developing in young people the attitudes and values to produce a self-reliant local economy. The system of later adult training needs to build skills and knowledge for work as well as employment and must operate from a base of close consultation and co-operation with all the stakeholders in the system.

3.2.b National

In 1988 the Ministers of Education and the Ministers responsible for Labour Market Matters produced a joint paper **An Education and Training Strategy of the Canadian Provinces and Territories**. The Canadian Premiers, in 1987, had agreed to develop a process that would deal with emerging challenges in education and training and to suggest strategies for addressing the issues. The Joint Paper was one result of this process and it identified seven priority areas; Knowledge and Skills, Education and Employment, Equity and Access, Educational Technologies, Science and Technology, Financing and Consultative Processes.

The Joint report states " Ministers view the acquisition of basic knowledge and skills, in both the traditional areas of numeracy and literacy, as well as new areas such as critical thinking, problem solving and entrepreneurship, as the most important area for attention." The Report expressed commitment to the goals of significantly reducing the adult illiteracy rate and to efforts to reduce the premature school drop-out rate.

In discussing education and employment the Ministers emphasized the development of entrepreneurial skills and attitudes. They also identified that for many adult Canadians distance, financial constraints, family responsibilities, language problems, cultural differences and physical access problems present serious barriers to their ability to access education and training.

3.2.c Other Canadian Jurisdictions

In looking to other jurisdictions within Canada two recent reports offer useful insights; the 1986 Education Report of the Royal Commission on Employment and Unemployment, **Education For Self-Reliance** from Newfoundland and the 1987 **Preparing for the Year 2000: Adult Education in Saskatchewan**.

The Saskatchewan document outlines a policy framework and plan of action for the Government in adult and post-secondary education. This document discusses how Saskatchewan can come to grips with the shift to a knowledge-based or information-based economy and how great that challenge is for a traditionally resource-based economy. The report states " In a resource-based economy, some nations enjoy an advantage in raw materials. In the economy of the future, the basic raw materials - human intelligence - can be found everywhere. The deciding factor will be education. This is a seminal fact as we prepare for the 21st century."

The Government of Saskatchewan identified seven principles for a new agenda related to adapting to change. They are worth repeating here;

- Adult education is the key to our future economic security. It must play a major role in the province's economic diversification strategy.

- As adult education and retraining become more of a necessity for future employment, access must be provided more equitably to all groups and regions in the province.

- Adult education is one of the main bulwarks against erosion of our social and cultural heritage. We must reinforce this role.

- The ability of students to express themselves clearly and think independently is of critical importance.

- The highest priority must be given by all adult education institutions to reinforcing analytical, conceptual and reasoning skills.

- There must be an expanded focus on the needs of older workers for retraining. Education must become a lifelong endeavour.

- Adult illiteracy is a silent enemy in our midst. Its eradication must be made a national priority.

On the issue of adult illiteracy the paper goes further to say that illiteracy will likely be a major social issue of the 21st century and that the social and economic impact of the new technologies will only serve to exacerbate the problem. The Government points out that the present tendency to treat illiteracy remedially is treating symptoms without dealing with the source of the problem and makes an urgent call for greater coordination between the K-12 system and the adult education system.

The Newfoundland Royal Commission on Employment and Unemployment issued a special background report on education and training, because " As the Commission's work progressed, it became clear that education and training played a central role in all aspects of its investigations ... It is important, not just for training people for jobs, but for improving the human resources of our society for successful economic development and employment creation."

The Royal Commission Report itself, entitled **Building On Our Strengths**, argues for a balanced approach to economic development that is based upon medium- and small- scale enterprise and takes advantage of modern communications and technologies to make rural village life vibrant and self-reliant. The Commission makes a case for "practical community development" because it is the only way that Newfoundland society can hope to achieve lower rates of unemployment. The strengths mentioned in the title are captured in the words flexibility, adaptability, occupational pluralism, home production, the rhythm of a seasonal life-style and household self-reliance and sound remarkably like a description of N.W.T. settlement economies.

The Commissioners suggest that "the education system must be an integral component in any regional economic development plans and concludes that the education system should be re-oriented to:

- teach Newfoundlanders, particularly in rural communities, about new ways and means of achieving economic self- reliance;
- teach people about the workings of our Canadian economic system and its special features in Newfoundland and Labrador;
- Teach people entrepreneurial skills for running small businesses and community-based enterprises such as co-operatives;
- improve the education and skill levels of illiterate people, displaced workers, the un-skilled and the economically disadvantaged;
- aid in new technology development and transfer;
- retrain those currently in the work-force who are threatened by redundancy due to automation and technological change;
- work with local agencies to develop local enterprise and/or attract new industry to a region;
- help companies improve their productivity, competitiveness, innovation, and long-term economic viability;
- provide training needs assessment for industry, government and other employers;
- provide career counselling for both children and adults;
- provide technical assistance to the local community; and
- promote research and development that can contribute to economic development and job creation.

In order for the educational system to fulfil these purposes those involved in education and those in economic development must understand and use education and training as vital development tools.

The findings of the Newfoundland Commission's two reports have a significant relevance for the current work of the Special Committee on the Northern Economy in two respects.

First, the approach to economic development proposed which is based upon provincial gain from any large-scale industrial development but a clear emphasis on small- and medium-scale development initiatives within a context of community self- reliance.

Secondly, there is a clear call for education and training to be a key component of economic development planning and strategies.

3.2.d Territorial

In looking at recent reports and documents from within the N.W.T. the **Keewatin Human Resource Development Strategy** produced in 1988 by E.T. Jackson and Associates for the Keewatin Regional Training Advisory Committee (RTAC) is particularly interesting for two reasons. The first is the RTAC itself. It is a regional body composed of representatives from the private sector, regional Inuit organizations, the Federal government and the GNWT, including Education and Arctic College. This model is not in place elsewhere in the N.W.T. but could be looked upon as a demonstration model for conducting training needs assessments as well as a coordinated approach to training, employment and employment development.

The Keewatin Strategy begins by stating " The Keewatin region of the Northwest territories is currently facing a human resource crisis of severe proportions. Keewatin communities manifest high unemployment rates, high rates of illiteracy, low educational attainment levels, low rates of labour force participation, low income levels and heavy dependence upon social assistance."

The Strategy contains a very detailed five-year human resource development strategy, including the programs, infrastructure and costs needed to bring the strategy on stream. It is premised upon two aims; to produce an adult population that is prepared to make decisions about how to make their living and to provide the opportunities for adults to get the skills and knowledge they need to pursue their decisions.

The Strategy has seven objectives including the eradication of illiteracy, raising the number of people with grade twelve to at least the Canadian standard, strengthening Inuit participation in socio-economic decision-making and management, promoting individual economic self-sufficiency, increasing the number of employment-ready Inuit particularly in key sectors such as construction or tourism, increasing the number of employment- ready Inuit professionals, and creating a cadre of Inuit senior managers.

The Keewatin Strategy uses the term "key foundation components" to describe the role of literacy and upgrading programs, counselling, and support for the K-12 school system as the basis for the proposed training strategy. It also clearly identifies as a critical component of the strategy " the delivery of programs wherever possible in the home communities of students and trainees through modularized courses, distance learning, itinerant trainers and the fullest possible use of existing community facilities."

Although the Keewatin Strategy contains almost too much detail to be readily absorbed and may be somewhat ambitious in the timelines for some of its objectives; it also provides a useful model for developing a comprehensive and coordinated approach to education and training on a regional basis which could be replicated in other regions.

Lords of the Arctic:Wards of the State is the highly-publicized report of a study done by Dr. Colin Irwin for Canada Health and Welfare as part of a Canadian Review of Demography and its Implications for Economic and Social Policy and made available in

1988. Although, there are reasons to question the validity and objectivity of the research results it is a clearly stated analysis by an involved individual and there are issues raised in the report which are useful to note.

The report paints a very bleak picture of Inuit life in the Keewatin if current government policies (federal and territorial) do not change.

> "The reality that is emergent in the Arctic is a reality in which a growing Inuit population will come to live in larger and possibly more regionalized communities or towns. So long as current trends continue rates of unemployment will not improve even though the number of job opportunities may rise. Although the size of Inuit families will decline they will probably be more numerous requiring more housing and social services. If migration remains a socially undesirable and economically high risk strategy, for the members of the poorly educated population, then most of the Inuit can be expected to remain in the Arctic. They may do this although they will probably have lost more of their language, culture and land skills. If this description is correct then most of the Inuit living in the Arctic in the year 2025 will probably be second generation wards of the state living out their lives in 'Arctic ghettos' plagued by increasing rates of crime. As long as current trends persist most of the people living in the Arctic with professional and university qualifications will be white and they will continue to dominate the higher levels of management in both the private and public sector. This racially distinct minority can be expected to be the focus of growing racial tensions between themselves and the majority Inuit population."

Irwin argues that the key to changing this scenario lies in giving people choices to create opportunities for themselves and that education is basic to being able to make good choices. He maintains that people in Rankin Inlet and Chesterfield Inlet overwhelmingly indicated that they wanted a good education and a good job and they wanted Inuit language, culture and land skills to be passed on and not lost. He believes that the northern education system has failed native young people because the emphasis was placed upon delivery and quality was neglected.

3.2.e Summary

To summarize, there are a number of key issues raised through the process of the literature review that raise a distinct challenge for the Special Committee on the Northern Economy.

Internationally and nationally there is a clear recognition that human resource development is critical to economic renewal and development in an age of rapid technological and socio-economic change. Likewise in other jurisdictions within Canada this critical linkage has been recognized and acted upon as planning for education and training has become a part of the economic development planning process.

Secondly, basic education and skill development, including literacy, numeracy, critical thinking and decision-making as well as entrepreneurial skills are the critical underpinning to employment development and vocational/professional employability as well as economic development.

Thirdly, adult illiteracy is seen to be a major and massive problem internationally, nationally and territorially that demands both remedial (at the adult level) as well as preventive (at the school level) measures.

3.3 THE CONSULTATIONS

The author began with the premise that the people who have the greatest stake in the successful results of an adult training system are the best ones to supply informed commentary on the strengths and weaknesses of the current system in the N.W.T. To that end a series of consultations and interviews were conducted, in person wherever possible and by telephone where necessary.

I met with representatives from the mining, construction and tourism employment sectors, the native training organizations, the federal government and the territorial government as well as representatives from a number of national education organizations, from relevant government departments in other jurisdictions and individuals considered leaders in the field of adult education and distance education. I also had access to the transcripts from the Special Committee's community consultations held in the Mackenzie and the Delta. The Committee has not held community meetings in other parts of the Territories at the time of writing.

A structured interview instrument was not used because informal wide-ranging discussions were encouraged. However, each interview began with an explanation of the purpose of the Special Committee and the particular purpose of the study of adult training. Additionally, each individual or group of people were asked to describe the range and level of adult training activity for their organization or industry. Each person was invited specifically to make strategic recommendations concerning adult training and its relationship to economic development, from their own perspective, to me and through me to the Special Committee.

The discussions we had are summarized under headings that reflect the concerns most frequently raised.

3.3.a Basic Skill Development

There wasn't anyone interviewed, within the N.W.T., who didn't mention the lack of an adequately educated adult population as the major problem affecting the success of training programs and economic development. In conjunction with the low level of literacy, numeracy and science skills, the impact of low life skills and the social problems

in so many of our Northern communities were often mentioned as having a detrimental effect upon the success of any training programs.

From the perspective of a mining industry executive "there isn't the human resource base here to hire 250 Northerners at Lupin or wherever... Fewer and fewer jobs in the mining industry can be handled by grade ten because of new, complex, more technical equipment." At the very best northern adults qualify for the entry level only in the mining sector and the reason is the low level of basic skill development.

Representatives from the N.W.T. Construction Association say they don't like fly-in, fly-out hiring any more than their critics do. They are the biggest employers in the settlements and would like to hire locally. But even when there are adults who have the aptitude they don't have the basic educational level required to get them into trade school and the apprenticeship program. Recently one man sent 8 men to take the entrance test at Arctic College and only one didn't need upgrading.

The entry level for the tourist industry, for example a front desk clerk, doesn't require a grade twelve or even grade ten but only a grade seven. However what is needed is courses that can get the desk clerk up to the front desk manager. And there are a lot of people who don't have that grade ten.

> "Teaching literacy must be based upon an integrated approach and based upon people's experience. People learn language in order to cope and they learn it through usage. So we need a community-based approach to literacy; you go in, look at need on an individual basis and build the program on that basis. You can't impose a curriculum; people will only participate and succeed if it's relevant." (Eastern Arctic educator)

From the trade union perspective "literacy is a major problem and has to be dealt with. This means putting money into literacy and basic education."

From the apprentice perspective; " If you need upgrading in order to get into the technical course, how can you work all day and then go to night school?"

From the SCONE community visits; "The average grade level on the Hay River Reserve is about grade five...the territorial government has always said 'training belongs to CEIC'. But CEIC says ' you have to have at least grade 10 in order to get involved' ...the majority of our people will never be eligible for upgrading programs." (Hay River)

Also from the community visits; " In a community like this most people who are of grade ten or approaching grade ten, have jobs. We have to get the ...give the people who are not -- cannot get jobs, education." (Fort Providence)

From a Baffin educator; " the low academic levels are nothing new; they come from the communities ill-prepared ... they cannot read and write in English at a grade 9 level. The school system has failed and we cope with it in adult education. Just look at the size of the academic studies department relative to the trades etc; at Arctic College."

And from another adult educator from the Western Arctic; " There is simply inadequate funding to deal with the problem of adult basic education and literacy. The students do not have the required entrance levels (for training)."

From a native training organization " On paper trainees have grade eight but functionally they are at grade four or five and we are trying to do training for management positions. We have had to introduce lifeskills as well."

> "We were trying to build in lifeskills with pre- employment training but we had trouble recruiting for it. We tried for two years. The problems are basically social and circumstances are conspiring to defeat us. Training won't fix the problems ...the social problems overwhelm the technical problems." (Mining industry)

3.3.b Training Priorities

During the discussions a number of priorities and themes emerged around what kinds of training are important and necessary in the North today.

The need for **management and administrative training** for and within native organizations was stressed.

From the SCONE community visits; " ...the Band's need for more management training. In my generation we all graduated from grade 12. We need to specialize a little bit more." (Fort Providence) and " There is a desperate shortage of administrators for the native organizations." (Fort Macpherson)

From a native training group; " For the past two and a half years we have focused on management, Now we are supporting project and program management for small businesses and at the community level."

And from another native training group; " We are preparing for the land claims settlement and management and administrative skills development is a priority."

Training to develop entrepreneurial skills was another theme that emerged.

From a GNWT employee and part-time student; " There is a lack of training courses for people who want to start small businesses; how to do books, marketing, apply for grants etc."

From the SCONE community visits; " potential entrepreneurs or people who are interested in starting a business, be insured that they are proficient and have the expertise to handle the field they are interested in; that people who are approaching economic development or other agencies for funding to start a business, be properly guided or trained to handle the business affairs that they are getting into" (Fort Simpson); and " there are a lot of people that are wanting to go back into some kind of formal education

in business ... The public administration program sets people up to run public administration such as bands and government offices. the concentration really should be in managing businesses and corporations." (Wrigley)

From a native training group; " We intend to focus on training for cottage industries such as women's crafts; work with the existing resources at the community level. We intend to do a business course for self-employed people regarding matters such as income tax etc;".

> "We are getting into very sophisticated markets down South and we need to be sophisticated businesses and we cannot be sophisticated if we do not have trained, educated people working in the system." (SCONE Community Visits, Tuktoyaktuk)

The vocational training and the apprenticeship system was a particular concern of the Construction Association as well as some others.

> "We need to change our philosophy in what we are giving kids in the school system; we need more emphasis on vocational training there. As well we have to bring back those who have dropped out. An academic cannot pass on trades ethics - a tradesman has pride in the work. The vocational schools in Alberta worked...the math was related to the trades etc; " (Construction Association)

> "The apprenticeship system is the most efficient training system; it's recognized throughout the world and on the whole has produced some darn good training. Now the apprenticeship system is fighting for its life. The Feds are talking about getting out of apprenticeship. We lost a generation of apprentices; for about ten years the trades schools were empty ... during the downturn when salaries went down. Now there is a skills shortage in North America. NAIT is full - the kids in plumbing at Smith were in first year for three years because Alberta was full." (Construction Association)

> "Right now there is a chronic shortage of skilled workers. We need to start "fast tracking" but at the same time journeymen are saying the trades are getting more complex with new technology. We could go to competency-based training with the technical training based in modules, with fixed entry and open- exit, combined with a structured approach in the workplace. This could streamline the apprenticeship process. Or we could reduce the journeyman level to a common basic core of skills across the trades, thus reducing the time and then accommodate the new technologies with short endorsement training. This promotes the concept of lifelong learning." (Apprenticeship office)

"We have a dual program for apprentices; if the TABE test in Math and English is at grade eight level they go into a Trainee program just at Nanisivik. The apprentices who have grade ten also go to classes at the mine so they can get used to going to classes before going out to school for eight weeks." (Mining Industry Executive)

> "We have a proposal for a cooperative trades training program that comes from our own experience. The construction industry wants good work habits and we can

give them a semi- skilled product on their doorstep. It's a five-year development program that builds a linkage between the training institution and the employment sector. The success will depend upon getting one or two good, capable candidates from each community. We will try to produce eighteen semi-skilled people for the cost of training two apprentices. The apprenticeship program is successful in Yellowknife because it is primarily white. In the Eastern Arctic we have produced one carpenter journeyman. We have to try something different." (Eastern Arctic educator)

3.3.c Training Delivery

Most of the people consulted expressed concerns and opinions on the best means of delivering training programs in the N.W.T. Generally there is widespread desire to have training delivered locally, with local input and control as much as possible combined with a recognition that this is frequently difficult and expensive.

"On-the-job training approach is the best. Last year we did a training for trainers course so that the Zone Managers could deliver the new hospitality training program in home communities all across the N.W.T." (Tourism Industry Association)

"The IRC, on behalf of the communities that they represent, would like to get your assistance to work with us on improving education in the areas of training, in the areas of identification of what is going to be required to have our people upgrade their own education. We would like to access those government monies...so that we could be the ones running the programs." (Tuktoyaktuk, SCONE Community Visits)

"The (Arctic) College should deliver basic programs in every community." Baffin Educator

"Canada is a leader in distance education particularly with regard to non-traditional learners. It began with the Universities, then was taken up by the Colleges and there is now a big push to explore its usefulness for the schools. Distance education doesn't mean only television and video delivery; it also uses enhanced correspondence courses supplemented with tutors available by telephone, it uses facs machines for instant communication between student and teacher. It can mean computer- assisted evaluations, audio or telephone conferencing and Electronic mail. The questions to ask are what is the best way to encourage learning; what's important - oral skills or written skills? What's most difficult? Then what is the best way to meet those needs?" (Distant Education Consultant)

"Alaska is an example of how not to do distance education. They put a lot of money into hardware ... set up a lot of dishes all over the state. They programmed on the network .. they bought a lot of programs which the teachers copied but never watched live. They used TV cameras in the classroom to deliver University courses

but there were only whites in the classrooms and the native people didn't respond or push the buttons to participate and give answers. The material was not locally relevant. There was no appropriate software. The climactic conditions caused problems with snow on the dishes etc; The net result is that a lot of kids ended up staying home from school and watching 'blue movies from Boston'." (Distant Education Consultant)

"People learn by doing. The success or failure depends upon what happens in the classroom; if the learners have active participation in the learning. I'm not sure about the applicability of distance education technology to learners here." (Baffin Educator)

"The development of distance education methods will make training and upgrading more accessible and this will be particularly important for women with family responsibilities. But it will be important to make the programs accessible without watering down the educational standards." (GNWT employee)

"The concept of open learning with continuous entry to programs is a useful one for us in the North. The North Island College (on Vancouver Island in B.C.) model is applicable here. They have seven major administrative centres, each with a learning centre with tutors available etc; Program integrity is maintained through standards and exit requirements." (Western Arctic Educator)

"One of the points of tension is the selection of locations (for training programs); what does the needs assessment tell us, what is the size of the pool of potential applicants, how many people are qualified and motivated, how many of those are prepared to travel to training? It's a cost-benefit situation." (Arctic College staff)

3.3.d Funding

The two most frequently mentioned aspects of funding mentioned was the mismatch between the funding priorities of the federal government and the training needs of the Territories and the lack of funding priority for adult basic education and literacy. Educators working throughout the Territories expressed intense frustration over these issues.

"There is a weak link between the cost of programs and the Training Plan Purchase. We have become more entrepreneurial ... and this year we have generated $2.5m in third party funded courses. This represents 10% of our overall budget -- a big increase which improves our flexibility in responding to needs." (Arctic College staff)

"We are so driven by our connection to CEIC and the federal funding program that we are not truly an educational institution meeting the educational needs of the community nor addressing the larger needs of the community. Because of the funding structure we are restricted in what we can offer. CEIC dictates what

program in what community and what students can attend and they demand students be available full-time and be unemployed." (Arctic College staff)

The CJS (Canadian Jobs Strategy) moved funds away from the direct training purchase route to indirect purchase. This means the local hamlet council or whatever has to kick in 25% of the total cost and getting the 75% contribution from the CJS is dependent upon the students finishing the program ...other wise the contribution goes down the tube. This restricts what we can deliver in the North." (Western Arctic educator)

"There is no core funding so we spend lots of time writing proposals, especially to CEIC; we spend so much time pursuing money when we need to do planning and evaluation and to get programs into the communities. If there is money in CJS Job Entry, then we develop a proposal there. We are funding driven." (Arctic College staff)

"There is no permanency to the funding for adult basic education and literacy." (Baffin educator)

"There is a lack of over all funding and what's available is difficult to access." (Education staff)

"The need for adult basic education and adult basic literacy is a massive issue and we have not had the resources applied to deal with the issue. The problem is systemic in that "school" issues have been given priority whereas "education" has not." (Arctic College staff)

"The private sector has to do his share ... not just ask the GNWT for money." (Tourism Association)

3.3.e Training Planning

In discussing planning and priorizing of training programs for the Territories two themes emerged. The first was a sense of little or no consultative planning for training and that this was linked to a lack of economic development planning into which training fit. The second was that there is a weak link in the labour market analysis available for planning training programs and priorities.

"The politicians haven't been listening to us. The Business Incentive Policy failed because it failed to create northern employment; but its mandate was to create businesses not employment. What we need now is an employment policy." (Construction Association)

"Our problems would be reduced by 100% if a skilled labour force were available to us. Last year was the worst because we couldn't keep staff; we couldn't find skilled manpower here. Things are booming in Saskatoon, Edmonton, Calgary

and B.C. ....these are the places where we pull our labour. We raised our pay rates but we still couldn't bring them up. There is a 150,000 shortage in skilled tradesmen across North America. We have asked for two years for a meeting; we'll do anything we have to. We suggested to DPW ..let's get all the groups together - DPW, us, the educators, and Social Services and let's get a plan and consult with each other." (Construction Association)

"There is a lack of consultation and coordination; there is some with business, isn't there? But none with the unions. A trainer could be able to plan a trainees work experience if there was consultation." (Trade Union member)

"Industry and government could work together to train Northerners as new mining operations come on stream. We are in a new initiative in cooperation with Education and other departments right now. We have surveyed operating mines and done a workforce breakdown, defining the educational and training requirements for each position and the rate of turnover and job availability. The end product is to have enough Northerners ready to fill jobs, especially as new properties come on stream. There is room to maintain this group; an ongoing mandate and review the demand-side and supply-side every couple of years." (Mining Executive)

"There is a problem with linkage ...there is none between Social Services, D.P.W., Economic Development and Tourism; contact between Economic Development and Arctic College is not common." (GNWT employee)

"There is no formal mechanism for interface. Training is very critical to the tourist industry. There has been millions spent on infrastructure and market development; but our labour force is not going to come to the industry without training. My recommendation is that we define what the GNWT should be doing and what the private sector should be doing." (Tourism Association)

"Who has the responsibility, who has the mandate for needs assessment, funding, delivery and evaluation. Economic Development and Tourism, CEIC, Advanced Education and the College all play a role in, for example, the guide training program." (Arctic College staff)

"There is a lack of strategic planning. There is a lack of an economic development strategy, therefore a lack of an educational strategy. What is the focus? If it is small business development then how does training fit in? If it is renewable resources then what role does training play? We are working on a mining development strategy but we don't have a global view." (Education staff)

"We feel the absence of labour market analysis. We need it to plan and substantiate programs. It often tells us what we already know but helps us with a sense of where to offer programs. We need to have industry actively involved as well. Education can be a department in isolation from economic development." (Baffin educator)

3.3.f Barriers to Training

In many conversations, people mentioned the problems and circumstances that prevent people from accessing or succeeding in training programs. These problems include the social problems associated with alcohol and substance abuse, family breakdown, dependence upon welfare, family responsibilities and the need for student support systems and the special circumstances faced by women as students.

"Education is not an educational issue alone; it is a socio-cultural-economic issue. With the severely employment disadvantaged you have to look at what inhibits people from taking upgrading. You can't separate education from drug and alcohol problems." (South Slave educator)

"When you achieve a grade eight level you automatically qualify for a large range of support systems; student financial support, CEIC support etc; but below grade eight level there is no recognition that people need some kind of formal support. This is clearly discriminating." (South Slave educator)

"A lot of mature students have families and have lived a life like everybody else. They assume debts and so forth. To go back to school under the present government funding is asking for a lot." (SCONE Community Visits, Wrigley)

"We have had to introduce lifeskills training because you have to make a person well in order to go on to management training. We need to focus on counselling and healing skills so that people will have a sense of ownership of their learning and the motivation to finish." (Native Training Group)

"Settlement attitudes, settlement time, welfare time are a problem. Trainees can't lay in bed. You have to train away from the settlement with a structure that would be the same as at a camp at the job site." (Construction Association)

"Native women need to have choices; for example apprenticeship support or incentives re: small businesses. we need to re-vamp our guidance counselling systems to encourage girls to stay with math and science courses. Nationally 85% of post-graduate programs are closed to those without high school math." (GNWT employee)

"The Federal government is concerned at the low level of participation of women in apprenticeship training. Young native women from traditional communities face tremendous barriers if they tell their families they want to become a plumber. It is not yet acceptable; but we are trying to encourage women to enter the trades through our publicity." (Apprenticeship Office)

"We were supposed to build in life skills with pre- employment training. We had trouble recruiting. We tried it for two years. We took them down to the mine one-day a week to different departments along with the life-skills training. But it didn't work. There are none of them left. The social problems were so overwhelm-

ing, especially with not having family accommodation at the mine site." (re: Nanisivik, Mining Executive)

3.3.g Summary

To summarize, the consultations with individuals and representatives of the industries, organizations and government departments which have a big stake in the effective training of an N.W.T. labour force produced a fairly clear consensus on a number of key issues.

The major problem inhibiting the development of an available, employable labour force is the low level of basic skill development requiring serious efforts in adult literacy, adult basic education and lifeskills training.

Training priorities for the short-term and long-term future include; management and administrative training, entrepreneurial skill training and new approaches to vocational and apprenticeship training .

Training programs should be delivered in home communities wherever possible. Given that there are cost-benefit tensions in decentralizing delivery, there needs to be a thorough look at the possibilities and problems in using distance education methods.

There are problems associated with funding of adult training. First, the training priorities of the federal government are not always appropriate to the training needs of the N.W.T. and second, there has not been a sufficient priority placed on addressing the literacy and adult basic education problems.

With regard to planning adult training programs there were two concerns. First, that there is insufficient consultation between government departments and with business, industry, unions and the native organizations and second, that labour market data and analysis is insufficient.

Finally, there are many barriers to training success in the N.W.T. many of which stem from the social, community and economic dislocation that results from a society in rapid transition. Within this context women can be additionally disadvantaged.

3.4 THE SCOPE OF ADULT TRAINING IN THE N.W.T.

This part of Section Three of the report describes the components of the adult training system in the N.W.T. and paints a picture of the scope of training activity from the data available. Because there are so many players on the field it is difficult to portray a very precise global portrait. However, it is possible to describe with some accuracy the level of activity for each of the major players.

3.4.a Federal Government

The federal government's major impact on adult training in the N.W.T. is made through Canada Employment and Immigration (CEIC). The federal government introduced the National Training Program in 1982 with the intent of enabling Canada to attain its national economic and social goals by realizing the full potential of its human resources. The National Training Program operates in partnership with the provinces and territories and supports training for occupations in which there is "a labour market demand, with emphasis on occupations designated as being of national importance" (Employment and Immigration Canada, Annual Statistical Bulletin, 1985-86).

Training support is made in the form of direct purchases of training seats from training institutions and through trainee allowances and travel cost support.

In 1985 the federal government announced the Canadian Jobs Strategy (CJS), which introduced the concept of "indirect purchases" of training by providing funding support directly to the private and voluntary sector for training programs. They, in turn, purchased their training programs from the institution or private training company of their choice.

In 1988-89 CEIC spent $5.6 million on training in the N.W.T. Of this amount, $3.4 million was spent in direct purchases and $2.2 million in indirect purchases through the CJS. This $2 million was funnelled through industry and native coordinating groups who purchased training programs primarily from Arctic College.

In addition to the purchase of training seats, CEIC also spent approximately another $1.4 million on training allowances and travel support.

Therefore, the total training budget for the N.W.T. in 1988-89 was $7 million and this expenditure supported approximately 1100 trainees.

In the past five years, federal dollars directed towards training in the N.W.T. has changed very little. In 1985-86 institutional training purchases totalled $5 million for 1330 trainees. Since 1986 introduction of the CJS the balance within the approximately $5m has shifted, moving away from direct institutional purchase and towards greater funding through the indirect purchase route. But basically, there has been $5 million annually available for purchases over the past five years.

CEIC funds training in a number of categories including; apprenticeship training (which takes approximately 1/4 of the training seats), vocational training (which provides entry-level pre-employment training in a specific occupation), pre-vocational training (which basically provides skill upgrading to enable the trainee to access a skill training program or go directly into employment), language training intended for immigrants (there is only one course in Yellowknife this year) and WAT or work orientation training (which is intended to help the trainee acquire work habits and skills).

About half the apprenticeship training is done at Arctic College in Fort Smith and about half is done outside the territories, primarily in Alberta at NAIT, SAIT and Westerra Institute. CEIC pays for the theory portion of apprenticeship programs.

Beginning in 1982-83 CEIC began to back away from low-level upgrading and from 1985 has not funded low level upgrading except in Newfoundland and the N.W.T. In 1988-89 CEIC did not fund upgrading through direct purchase at all; however, through the indirect route still bought 43 courses for grades eight to twelve upgrading. CEIC says it is up to the Government of the N.W.T. to fund upgrading and literacy, although they recognize the money is not there.

CEIC is concerned that money be spent on training that leads to legitimate employment. For example, from their perspective, they question the 100 guides per year for the past three years that have gone through the guide training program and whether there is a connection to actual employment.

They also expressed concern over the hospitality training where hotels are making money on the training programs. The industry is asking for more and more waiter/waitress training programs without guaranteeing jobs; so CEIC isn't sure that the training leads to employment.

Currently there are no direct purchases for training in mining however, CEIC anticipates that mining will soon be designated a national skill shortage. There are on-the-job training programs funded through the CJS.

The Northern Careers Program of the federal Public Service Commission is the second federal training program that has a significant impact upon adult training in the N.W.T. Its purpose is to provide a training program that will increase the number of native people in the federal public service in the North.

Currently the Northern Careers Program has thirty person years that actually translates into forty to fifty people involved in the program in any given year. Ten per cent of the person years can be used within native organizations; that is they are hired by the federal government but are placed with a native organization. Currently there are four people hired in this capacity; on each in Hay River, Inuvik, Snowdrift and Dettah.

Once the training program (anywhere from one to three years) is completed the trainee competes for a job in the federal civil service. They feel the program is quite successful because 70% of the people in the program go into federal government jobs. Informally,

the program people here feel that the training is also a success if the trainee wins a GNWT job.

The Northern Careers Program is facing difficulties as it depletes the pool of human resources it can place in the program. In the past they have concentrated on management and supervisory training positions but this year experienced difficulty in fully utilizing the program in management training. They feel the challenge now is to replenish the resource pool they are depleting and see a need to focus on upgrading.

The Federal Business Development Bank is another arm of the federal government which has some involvement in training. They offer full-day and half-day seminars in management, marketing, finance and personnel for small and medium-sized business people. The seminars are offered on a user pay basis and the FBDB will tailor seminars for a particular business if requested.

They feel there is a drawback to their services in that it is difficult for them to offer seminars outside Yellowknife. They can do so if they are sponsored (covering airfares and other costs) into a community by a community futures group or a similar organization. Arctic College uses their materials as well. The FBDB offers seminars approximately once a month except for July and August and the sessions average 15 - 20 participants.

3.4.b The Territorial Government

The G.N.W.T. is directly involved in adult training through Advanced Education within the Department of Education and indirectly through Arctic College.

Advanced Education is involved in a number of programs, providing funding, person years and program support.

There are two apprenticeship programs. There is a GNWT apprenticeship program which provides support to government departments to train apprentices in the trades as well as a program of support for apprentices training within the private sector.

The 1988-89 budget for the GNWT in-service apprenticeship program is $2,580,000 and includes 64 person years. It is a salary program and provides funds and person years to government departments to enable them to train apprentices.

As of October 1988 66 apprentices were employed (58 were native and 8 were non-native, 2 were female). Since 1983 the program has graduated 53 apprentices; 47 or 98% of them are still working in the N.W.T., 43 (89%) are still in the trade and 21 (44%) still work for the GNWT.

There are two components to the program of apprenticeship support to the private sector. The Apprenticeship Subsidy Program offers a maximum of 50% salary subsidy to private sector employers who might otherwise not be able to afford to hire and train apprentices. This program has a budget of $500,000 and the average cost of each trainee is $7689.00. The results are good and there is a lot more demand than can be met.

The N.W.T. Apprenticeship Program has a 1988-89 budget of $632,000 and 4 person years. The staff administer apprenticeship legislation, training contracts, examinations and certification. In the six-month period April to October 1988 there were 375 apprentices working in 37 trades. There were 189 native and 186 non-native.

Over the five years from 1983 to 1988 the N.W.T. Apprenticeship program graduated 259 people; 197 or 82% are still working in the trade and 184 (76%) are still working in the N.W.T.

In addition to apprenticeship programs Advanced Education operates two support programs for training on the job other than the trades; one is for the private sector and one is for the GNWT.

The Training On-The-Job program offers a maximum 50% salary subsidy for a maximum of one year to private sector employers who provide the actual training. The 1988-89 budget for this program is $300,000 and the demand is higher than can be met. The average cost per trainee is $5523.00 and during the period April to October 1988 155 trainees completed training with 111 remaining in employment after the training period was completed. Of the 155 trainees, 134 were native and 21 were non-native.

The In-Service Training program is a public equivalent of the Training On-The-Job program but is a full salary program. Advanced Education provides government departments with person years and funding and approves the training plans developed by the requisitioning department. The In-Service Training Program 1988-89 budget is $4,200,000. and has 98 person years. It is a combination of on-the-job and academic training for officer level trainees within the GNWT. During the period April to October 1988 there were 64 trainees in the program and 60 of these were native. From 1985 to 1988 112 trainees were employed through the program; 65 of these completed their program and 62 remained within the public service.

Continuing Education is another component of Advanced Education and covers the programs delivered primarily by community adult educators not yet transferred to Arctic College.

The 1988-89 budget was $3,521,000 and included 41 person years. The training programs funded include adult basic education and life skills. Adult basic education usually includes life skills components but in some instances a separate life skills course is run. Through 1987-88 there were 105 adult basic education programs with an enrolment of 1432.

Arctic College falls within the Continuing Education Policy and Directive and is responsible for all Certificate, Diploma and Vocational Programs in the N.W.T.

The College offers some forty programs through its campuses at Inuvik, Iqaluit, Fort Smith, Yellowknife, Rankin Inlet and Cambridge Bay as well as off-campus programs in other communities. It delivers adult basic education programs in the regions where the community adult educators are now under the College umbrella (the Baffin, Keewatin and Kitikmeot with the Inuvik Region about to be transferred.) It is the most visible delivery vehicle for adult training in the Territories.

As of January 1989 there were 950 full-time students and 1590 part-time students enroled across the College. Certificate and Diploma programs are of one and two years duration while other training programs vary from four weeks to ten months. Information on Arctic College programs and enrolments is contained in Appendix C and Appendix D

At the end of fiscal year 1987-88 Arctic College's operating expenditures were just under $19 million.

The staff development function of the GNWT, which is coordinated by Advanced Education, belongs in this discussion although it differs from most of the other kinds of training programs discussed. These programs serve to develop the human resources of the existing civil service and are not pre-employment training programs or on-the-job training programs.

It is very difficult to get a sense of the volume of activity or the funding resources applied in this area. Advanced Education offers courses and workshops on a demand basis and recovers the costs of each program from the departments of the participants.

There are some sixty training and development courses in management, administrative, communications and technical skills available through the Advanced Education programs and they are scheduled in an annual calendar of offerings in the six government regions. The courses are scheduled in response to regional office requests and ideally reflect training needs that have been identified through employee performance appraisals. Courses are actually run only if the registrations warrant. Although the courses are intended for GNWT employees the courses are also open to federal government employees and where space is available, courses may be open to participants from outside the public services. In 1988 nearly 600 government employees applied to take in-house staff development courses and approximately 97% of them completed their courses.

In addition, Government departments have line items in their budgets for workshops and seminars and staff may access staff development programs outside the training program offered within the government framework.

There are some other programs within Advanced Education which indirectly impact upon adult training within the N.W.T. but are not the direct delivery of training programs.

There is a program of Educational Leave support for GNWT employees engaged in professional development at the post- secondary level. The 1988-89 Leave budget was $1,183,000. Department staff provide career and education training to residents through its Employment Development function.

There is a labour market analysis function within Advanced Education which together with work done by the GNWT Bureau of Statistics provides some data base of supply-side and demand-side information. On the supply side, a Northern Employment Training Register has been piloted in three regions and is just coming on stream. Northerners who are interested in employment or training will be able to register at the local level.

The Register is intended to complement the Labour Force Surveys conducted by the Bureau of Statistics and the data available from the Canadian Census. The last N.W.T. labour force survey was done in late 1984 and a new one is currently underway. The Bureau anticipates releasing a report in early summer but is also looking for alternate ways to collect this kind of data. Regular labour force surveys are very costly but it may be possible to do quarterly estimates.

At the end of 1984 there were just over 31,000 persons in the potential labour force (between the ages of 15 and 64) and 21,300 were working or looking for work. This is a labour force participation rate of 67%. However the labour force participation rate for native people was 54% compared to 84% for non-native. The unemployment rate for the N.W.T. was 17%; but was 31% for native people as opposed to 7% for non-natives.

On the demand-side there is not a lot of data available. In fact the GNWT, as a major employer could do more in predicting its demand and the skill development necessary to fill anticipated growth and turnover vacancies. There is a recent report from the NWT Directorate of CEIC that analyses labour market demand from newspaper job vacancies advertisements. It found that the most advertised occupations were clerical and managerial. There were a large number of entry level jobs available in clerical, sales and services occupations. There were not many trades occupations advertised and the mining and petroleum sectors had minimal ads. The report indicates this was because many of these jobs are not advertised in newspapers or in the North.

This type of demand-side data on its own will not be particularly helpful in setting priorities for training programs. More useful will be the type of data collection recently begun in the mining sector in cooperation with the Chamber of Mines and described earlier. Advanced Education would like to do regular surveys in each major sector for employment development and training purposes.

Alberta Career Development and Employment, which has shifted from a job-creation focus to a training focus, has twenty permanent staff in its labour market research division. Of course, Alberta is a much larger jurisdiction but it is indicative of the priority the government places on good available labour market information in order to plan training programs as an integral component of economic development.

In Metropolitan Toronto there is an interesting and possibly transferable model in demand-side labour market analysis. The Metro Toronto and York Region Labour Market and Training Needs Assessment Committee began in a couple of years ago as a consortium of four colleges and Community Industrial Training Committees. They recognized the need for partnership in order to an occupation-specific sectoral analysis. They do telephone surveying supplemented by some in-depth in-person interviews to collect data on new jobs coming into the market and also on predictions for skills upgrading within employees. In addition to annual program planning the data is used in negotiations with the Federal Government for annual training purchases.

The model demonstrated in the Keewatin Regional Training Advisory Committee might well be adapted to a consortium approach to demand-side labour market analysis and

training needs assessment. It would be possible to pull together a Northern variation of the Toronto approach at either a territorial-wide level or at the regional level.

Labour market research and data-collection is not a visible aspect of adult training yet is a critical support mechanism for successful training for employment and economic development.

3.4.c The Private Sector

Training is essentially a public sector responsibility, however there is private sector involvement.

Organizations such as the Native Women's Association and the YWCA deliver training programs for the GNWT on a contract basis. Native Women's Association has been delivering lifeskills training since 1977, upgrading and job readiness training since 1982 and cross-cultural training for the past two years. They participate in the Dene-Metis Training Coordinating Group and hope to be able to deliver programs for them in the future and plan to begin work in entrepreneurship training. The YWCA does training in lifeskills and re-entry programs for women and training for workers in shelters for victims of spousal assault and is beginning to train in communities outside of Yellowknife.

Organizations such as ATII and the newly established Dene-Metis Training Coordinating Group fill a critical role in needs assessment and program development. They are close to the grass- roots in identifying the training needs of the native organizations through their memberships. As the land claims are settled their role will become even more significant in identifying the kinds of training needed and where they should be delivered. These coordinating groups play another vital role in that they access the indirect training funding available through the CJS and then broker courses and workshops from Arctic College thereby those training dollars are used in the N.W.T. and used well.

The Tourism Industry Association of the N.W.T. is the coordinating group for all tourism-related training and is just beginning a three-phased training initiative in cooperation with Advanced Education. They will do a labour market needs analysis, then develop a series of training programs and finally will deliver the training. Their key role is in needs identification through their ability to access the industry through their members. The TIA is currently delivering a new hospitality training program in communities all across the territories.

The N.W.T. Construction Association has an education committee and is deeply affected by the apprenticeship training programs as is the mining sector. The oil and gas sector recognize the need to put training programs in place prior to new major projects coming on stream and participate in the delivery of training.

However, the prime responsibility for training remains a public responsibility; one that must be planned and implemented in conjunction with the private sector but with the government taking the lead.

3.5 REFLECTIONS

In the past decade the system of adult training has come some distance. Since the 1982 Special Committee on Education, a policy on Continuing Education and directives for program implementation has been put in place. Responsibility for all training activities has been centralized within one department. This enables a more systematic approach to planning and implementation of programs and is a real strength of the system.

In the past several years Arctic College has been put on stream and has opened campuses in four regional centres in addition to the original Fort Smith location. This too is a real strength of the system in attempting to fulfil the goals of maximum accessibility for adults to training programs.

However, there are some issues that must now be addressed in order for the system of adult training to develop further and for it to become a truly effective component of socio-economic development and planning.

The lack of a long-term economic development strategy for the N.W.T. has a major impact upon the strategic planning capabilities within the adult training system. Without an economic development plan, priorities for training as a critical underpinning of development cannot be put in place. This is the first issue affecting training and the Special Committee on the Northern Economy is an important step in addressing it.

From a strategic perspective, the role of adult training must be included as a critical component of any economic development planning and economic priorities must be the guiding principles for establishing training priorities, goals and programs. Within this framework, training must be given a priority and profile within the overall educational goals and programming of the Government.

The major issue affecting the effectiveness of training programs is the lack of basic skill levels and the problem is of crisis proportion. It is a crisis that will worsen as the pool of young ill-equipped adults emerging from school increases and as the entry skill levels for many jobs is increased in response to technological innovation. The skill shortages will increase and deepen and adversely affect the North's ability to implement any economic development plans.

Although the training concerns of international and national bodies may seem remote to the economic reality and isolation of the N.W.T. the North has and will continue to experience the impact of an information-based economy and rapid technological advances and must meet the challenges and turn them to our advantage. But the greatest short-term impact may be that there will develop a further gap between Northern training needs and changing national training priorities and goals. This again points to the need for clear training priorities within an economic development strategy.

The 1980's has been a period of transition and progress. The next decade will be looked back upon as a critical period in further progress if economic development and training are linked and aggressively pursued at the policy level as well as in program development and delivery and if the GNWT invests in the North's human resource base as the significant critical success factor in Northern economic development.

APPENDIX A

LITERATURE REVIEW LISTING

Literature Review Listing

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APPENDIX B

CONSULTATIONS LISTING

Consultations Listing

Many thanks to the following people and others not listed who gave generously of their time to discuss adult training issues.

Joe Handley, Deputy Minister, Department of Education, GNWT

Terry Anne Boyles, Director, National Services Bureau,
Association of Canadian Community Colleges

Garth Jackson, Vice-President, George Brown College, Toronto

Teresa Karolewski, Chair, Research Committee, Metro Toronto and York Region Labour Market and Training Needs Assessment

Terry Thompson & Michael Casey, Arctic Coops

Bob Sanderson, Director, Northern Careers Program,
Public Service Commission, Canada

Gary Juniper, Research Director, Legislative Assembly, Northwest Territories

Dr. Denis Haughey, Faculty of Extension, University of Alberta

Dr. Margaret Haughey, Faculty of Education, University of Alberta

Bob Simpson, Dene-Metis Training Coordinating Group

Joanne Barnabe, Dene Cultural Institute

Bill Carr & John Dalton, CEIC, Yellowknife

Mark Cleveland, President, Arctic College

Ken Lovely, Assistant Deputy Minister, Advanced Education, GNWT

Sandy Osborne, Arctic College

Jim Jansen, Tourism Industry Association of the Northwest Territories

Dave Nutter, N.W.T. Chamber of Mines

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N.W.T. Construction Association

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Walter Archer, Faculty of Extension, University of Alberta

Frances Abele, School of Public Administration, Carleton University

Catherine Moore, Ron Ryan, Ray Savard, Jim Evans, Arctic College

Caroline Dieleman, Policy and Planning, Alberta Career Development and Employment

John Fisher, Alberta Advanced Education

Peter Redvers, Adult Educator, Hay River

Kate Irving, Women's Secretariat, GNWT

Ralph Joyce and staff, Bureau of Statistics, GNWT

Shirley Dean, Native Women's Association

Ben MacDonald, Diane Strialeff, Charlotte Babicki, Jim Evoy and Roger Cousins, Union of Northern Workers and N.W.T. Federation of Labour

Jim Marshall, Nanisivik and N.W.T. Chamber of Mines

Simona Arnatsuuk Barnes, ATII

Brenda Ely, Federal Business Development Bank

APPENDIX C

ARCTIC COLLEGE PROGRAMS

ARCTIC COLLEGE PROGRAMS SEPTEMBER 1989

Aurora Campus (Inuvik)	**(403) 979-2556**
Clerk Receptionist	5 months
Cook Training	5 months
Management Studies	1 year
Recreation Leaders	2 year Diploma
Journalism	2 year Diploma
Community Health Representative	40 week
Community Admin Certificate	4 - 3 week sessions

Nunatta Campus (Iqaluit)	**(819) 979-4051**
Basic Office Procedures	5 months
Cook Training	5 months
Early Childhood Education	1 year Certificate
Nursing Assistant (alternate years)	1 year Certificate
Interpreter/Translator	1 year Certificate
Journalism	2 year Diploma
Administrative Studies	2 year Diploma
Environmental Technology	3 year Diploma
Human Services	2 year Diploma
Eastern Arctic Teacher Education	2 year Diploma
Introduction to Off-shore Fishing	2 months
Carpentry	5 months

Thebacha Campus (Fort Smith)	**(403) 872-7509**
Secretarial Arts	20-40 weeks
Advanced Secretarial Arts	38-45 weeks
University/Health Careers Preparation	51 weeks
Early Childhood Education	1 year Certificate
Interpreter/Translator	1 year Certificate
Public and Business Administration	2 year Diploma
Renewable Resources Technology	2 year Diploma
Social Services	2 year Diploma
Western Arctic Teacher Education	2 year Diploma
Carpentry	5 months
Cook Training	6 months
Mechanics	10 months
Heavy Equipment Operators	5 months
Arctic Airports	8 weeks

Yellowknife Campus (Yellowknife)	**(403) 873-7192**
English as a Second Language	8 months
Clerk Typist	10 months
Nursing Assistant (alternate years)	1 year Certificate
University Program, General Arts	1st year
Community Health Representative	40 weeks
Management Studies	1 year Certificate

Keewatin Campus (Rankin Inlet)	**(819) 645-2529**
Basic Office Procedures	5 months

Kitikmeot Campus (Cambridge Bay)	**(403) 983-7234**
Basic Office Procedures	5 months

Academic Studies is available at each campus.

APPENDIX D

ARCTIC COLLEGE ENROLMENTS

ARCTIC COLLEGE STUDENT ENROLMENTS

January, 1989

	Full-time	Part-time
Aurora Campus		
Academic Studies	7	
Clerk Receptionist	6	
Community Recreation Leaders	18	
Journalism	7	
Management Studies	8	
Teacher Education	15	
Community Administration	15	
Cook Training	5	
Computer Operator	4	
Driver Trainer	7	
Evening Courses		51
TOTAL	**92**	**51**
Nunatta Campus		
Academic Studies	24	5
Administrative Studies	22	17
Early Childhood Education	8	1
Environmental Tech.	8	
EATEP	12	20
Human Services	19	7
Interpreter/Translator	8	
Journalism	5	
Nursing Assistant	4	
Cooking	8	
Housing Maintainer	11	
Basic Office Procedures	8	
Community Administration Cert.	20	
Community Based	109	52
Adult Education		800
TOTAL	**266**	**902**

* indicates estimated enrolments for the 1988/89 year.

	Full-time	Part-time	
Keewatin Campus			
Academic Studies	16		
Basic Office Practice	12		
Carpentry	8		
Community Based	38		
Adult Education			314 *
TOTAL	**74**		**314**

Thebacha Campus			
Academic Studies	39		1
University Preparation	5		4
Secretarial Arts	15		5
Interpreter/Translator	5		1
Public & Business Administration	36		1
Renewable Resources	25		
Social Services	27		1
Teacher Education (Ft. Simpson Ctr.)	11		
Community/School Counsellor	14		
Carpentry, Introductory	8		
Mechanics, Introductory	11		
Carpentry, Apprenticeship	21		
Electrical, Apprenticeship	5		
Heavy Duty Mechanic, Apprenticeship	14		
Housing Maintainer, Apprenticeship	8		
Plumbing, Apprenticeship	8		
Welding, Apprenticeship	10		
Observor Communicator	8		
Community Based	94		
TOTAL	**364**		**13**

* indicates estimated enrolments for the 1988/89 year.

	Full-time	Part-time
Kitikmeot Campus		
Fourth Class Power Engineering	8	
Community Based	83	
TOTAL	**91**	

	Full-time	Part-time
Yellowknife Campus		
Academic Studies	21	
English as a Second Language	9	
Certified Nursing Assistant	6	
Clerk Typist	10	
University Transfer	8	42
Teacher Education (Rae-Edzo Centre)	9	
Evening courses		268
TOTAL	**63**	**310**

COLLEGE TOTAL	**950**	**1590**

APPENDIX E

SUMMARY OF THE STRATEGIES

SUMMARY OF THE STRATEGIES

The Review and Assessment of adult training in the N.W.T. recommended strategies for ensuring a closer fit between training and economic goals and for ensuring an effective system of adult training. These strategies were organized under four headings and are summarized here.

1. POLICY RENEWAL AND IMPLEMENTATION

THE CHALLENGE

In order to achieve a capable, resident workforce the NWT must have well-defined specific adult training policies that are integrated with economic and community development priorities.

Policies must be subject to regular input, review and renewal. If there is not regular policy renewal training programs will fall out of step with changing economic circumstances and priorities.

Training policies and goals must address the "system" and bring a systematic approach to managing all training activities in the interest of Northerners and their socio-economic goals.

When something is articulated it is connected, usually by joints. Adult training policies must be articulated or connected to the programs and activities through a structure that builds in and supports ongoing consultation with the stakeholders in the training system.

THE STRATEGIES

- **Relocate GNWT Human Resource Development**

  The human resource development for GNWT employees function within Education should be relocated so that the training function is housed with the human resource planning function and preferably with the affirmative action function, which has major training implications. There are a number of options; all could be located within the department of Personnel, within a separate directorate for human resources or within a public service commission.

- **Heighten Profile of Adult Education and Training**

  Adult training, employment development and post-secondary education should have a higher profile as well as visible priority. Many jurisdictions in the South have separated

out the post-secondary function from the K to 12 department of Education. By their very names they give profile to the employment related purpose of training. In Newfoundland there is the Department of Career Development and Advanced Studies. In Alberta there are three ministries; a department of Education, a department of Advanced Education responsible for post-secondary institutions and a department of Career Development and Employment created in the 1980's because there was not enough focus on manpower and job-creation within the old department of Advanced Education and Manpower.

The N.W.T. is a small jurisdiction with a small revenue base and there is little merit in creating new layers of bureaucracy without good cause. However, there is a strategic value in raising the profile of adult training and manpower development activities. There are a number of options; the current Advanced Education component of Education, (which includes the Employment Programs, Apprenticeship, Program Development and Evaluation and Certification and Student Assistance sections) could be separated out to form a new ministry, the Advanced Education component could be separated out to form a secretariat or directorate, or the Advanced Education component could remain within Education but be renamed to reflect a new focus on employment development and be given a higher profile and priority.

- **Institute Cross-departmental Policy and Program Development**

High priority should be given to developing, reviewing and renewing policies and priorities for the system of adult training as an integral part of policy development for the economy in general. Within that general approach training policies and goals should be developed within each economic sector that reflect the priority assigned to that sector within an overall economic development plan. This implies and indeed will not be successful without cross-departmental cooperation. An option would be to strike a cross-departmental training policy working group or task force chaired by the new or renamed Advanced Education.

- **Institute Public Consultation and Input**

There should be clearly identified access to the process of developing training priorities, goals and programs for the stakeholders in the system.

A regular process of formal and informal consultation with the stakeholders in the system must be put in place and kept active. We need to develop new models of consultation for cooperative labour market analysis, needs assessment and program development.

Recent initiatives by Advanced Education with the N.W.T. Chamber of Mines is one model of a potentially workable partnership in defining job turnover and vacancies, their skill requirements and designing training priorities and programs around them. The Keewatin Regional Training Advisory Committee which is composed of representatives from a number of government departments and from the private sector along with the training authorities is another excellent, workable model. These models and others must be part of a systemic approach to consultation with all stakeholders.

Short term personnel exchanges between various employment sectors and (the renamed) Advanced Education or Arctic College for specific purposes or projects related to needs assessment, program development or delivery would enhance the appropriateness and effectiveness of training programs and should be actively negotiated.

2. BASIC SKILL DEVELOPMENT

THE CHALLENGE

Low level skill development (literacy, numeracy, problem solving, critical thinking and life skills) is the single most significant barrier faced by NWT adults in accessing training programs. It is a problem of massive and critical proportions in the NWT and must be assigned top priority.

In Canada and internationally, economists, industrialists and business people have realized that low level skill development costs society in lost productivity, accidents and errors. The total cost to the Canadian economy was estimated to be $10 million in 1988. And the dismal statistics never convey the full loss of human potential and human capital in the society.

The problem isn't new and there are no "quick-fix" solutions. If anything the problem has deepened because minimum standards for skill levels must be set even higher than previously because the demands of work require higher skill levels with the onset of the information era and rapid technological change.

THE STRATEGIES

- **Increasing Retention Rates**

Preventive measures directed at further increasing the retention rates and standards of the school system and building community and parental understanding and support for education are needed. It is outside the scope of this study to comment in detail on the K to 12 system, offer an analysis of the problems or suggestions for strategies for change.

However, as long as the schools fail young people the remedial demands for adult basic literacy and education will remain unacceptably high and expensive to meet. The long term solution lies in making the school system effective so that young people emerge from high school equipped to train in the work or employment field of their choice.

- **Raising Basic Skill Levels**

Time and adequate resources will provide the only successful solution. Raising the basic skill level of the adult population is not something that can be fast-tracked. Literacy, adult

basic education, and pre-employment skills must be given a priority commensurate with the size of the problem.

A beginning has been made, particularly with the new literacy strategy and funding announced by the Minister of Education in 1988, but it will not be enough. Literacy programs will only address part of the problem and it may be that the nearly $2 million dollars over the next three years will make only a beginning.

The Government needs to also place a priority on upgrading and employment readiness programs. If the literacy program is successful it will generate a substantial pool of adults ready for further education and training.

The funding question is an important one. Raising the basic skill level of the Northern adult population will require significant resources. In addition to resourcing from the GNWT, the federal government should be lobbied for more adequate support. Although low level upgrading is not a national training priority it is an N.W.T. priority and should be recognized as such and federal funding should reflect the measure of the problem and the priority placed on confronting it.

In Canada and internationally, business and industry are recognizing their stake in ensuring there is a well-trained labour force and that they have a role to play. Partnerships with businesses and industries should be sought and encouraged. There are some interesting examples emerging in the South; they should be researched and their applicability to Northern circumstances explored. Other sources of support including foundation grants should be sought.

Finally, the raising of basic generic skill levels in the adult population must take on the nature of a campaign and have a strong policy, goal and program coordination from the Government.

- **Northern Demonstration Models**

There should be an intense effort to encourage creative, demonstration models of basic skill development programs developed at the community level; for example partnership programs between community agencies, a business or industry and the GNWT or programs that combine adult basic education with life and employment skills with generic skill development with on the job training.

Programs should be encouraged that respond to community needs and circumstances but which are planned and implemented with a conscious effort to document those aspects of the program which are replicable and transferable to other communities within the North.

- **Information-sharing**

There should be new systems and strategies for information- sharing and networking, both across the Territories and from the South, regarding new curriculum, resources, teaching and learning methods and community-based programs.

Networks and systems should be community-based and should profile the need and importance of basic skill development to individual and community social and economic well-being as well as possible strategies for increasing skill levels in each community.

Government communications systems including facsimile machines, telecommunications and computer networking should be available to encourage information-sharing and networking around adult training issues and strategies.

3. TRAINING, WORK AND EMPLOYMENT

THE CHALLENGE

The North needs a system of adult training that is responsive to changing employment conditions, produces a flexible and highly skilled labour force, and is designed and delivered from an up- to-date and reliable information base.

This could be said of anywhere in Canada. However, the North faces other challenges in that not all work done by Northerners is employed work or for wages. The Government must create a system of training opportunities that reflects and is responsive to the full economic spectrum.

THE STRATEGIES

- **Training Needs Assessments**

  Include training needs assessments for those who work as well as for the employment market. Assessments must be regularly made in consultation with traditionally and self-employed people and with organizations which represent their interests, such as Hunters and Trappers Associations, the N.W.T. Native Arts and Crafts Society or the Co-ops.

- **Native Training Organizations**

  Strengthen native training organizations such as ATII, the Dene- Metis Coordinating Group for Training and the proposed Inuvialuit training group. Their work in articulating community-based training needs and developing long-range training goals and plans is hindered by a lack of core funding.

- **Training for the Self-employed**

  Develop flexible modular training packages in consultation with small business people and the self-employed and geared to their needs.

- **Training Priorities**

  Designate territorial training priorities as an integral part of an economic development strategy. Update and renew training priorities in line with changing economic development strategies.

- **Entrepreneurial Skills**

  Promote entrepreneurial attitudes and skills through adult training programs. As well, these skills could be encouraged and developed in young people through the school system. Career counselling should emphasize entrepreneurial kinds of career and economic opportunity along with the trades, the professions and the public service.

- **Devolution and Training**

  Include provisions for training as an integral part of any devolution or transfer of programs and services to the community level.

- **Labour Market Analysis**

  The labour market analysis function of the GNWT must be strengthened. There should be ongoing labour market analysis vis a vis the employment side of the Northern economy. Labour market analysis must be made a priority and resourced adequately. There must be regular supply-side surveys done at least every two years. A demand-side data-base must be developed and updated regularly. Information should be reported by sector and by region and include the GNWT as a major employer as well as those private sectors designated as priorities within an economic development strategy.

- **Cooperative Labour Market Research**

  Education officials should negotiate cooperative approaches to labour market analysis with the major priority employment sectors. Consortium models of labour market research should be a priority. Other options include establishing regular sector- specific consultations or a labour market analysis working group composed of public, private and community representatives with financial and in-kind support from all sectors.

4. DELIVERY OF ADULT TRAINING

THE CHALLENGE

Training and adult education should be accessible and should facilitate a smooth transition between education and work, work and on-going training or future re-training. The training system must address the barriers to learning created by small settlements separated by great distances; those created by the family and financial responsibilities of adults; those created by the gender barriers that subtly prevent women from entering

non- traditional occupations; and those created by linguistic and cultural differences in a multi-racial society.

The Special Committee on Education made a commitment to the concept of lifelong learning and the Continuing Education Policy furthered that commitment through its promise of maximum student access in the face of the problems of distance and cost. These commitments must be more than words on paper but a guiding principle in the implementation of training programs.

THE STRATEGIES

☐ Accessibility

Make maximum student accessibility the guiding principle for all program development and delivery. This is clearly stated in the Continuing Education policy but it must have life breathed into it continually.

This implies that every training program that is developed where possible employs open learning entry and competency-based curriculum and is offered in short modules that are eligible for accreditation. It also means that there is gender and cultural sensitivity in recruiting for training and in curriculum materials used. Finally, it assumes that responsiveness to individual and community needs is built in through ongoing feed- back and evaluation systems.

☐ Student Support Systems

Design student support systems to respond to the needs of the adult learner who may have to move through cycles of work, then re-training and then back to work again; or who may move from home responsibilities such as family and child care to adult basic education or part-time study in preparation for further training and employment. This means ensuring that there is adequate student financial support for all adult training programs, including part-time. It also implies a broader public responsibility in terms of community supports such as library facilities, child care alternatives, training counselling, especially for women in non-traditional occupations or access to government communications systems.

☐ Distance Education Methods

Investigate which distance education methods are most useful and appropriate in N.W.T. adult training. This would include examining relevant models from the South such as the Contact North project in Northern Ontario and encouraging demonstration projects in the N.W.T. It would include assessing current off- campus delivery such as the Teacher Education Programs for the distance delivery methods found useful and not-so-useful. One option would be to strike a task force within Arctic College and/or Advanced Education to identify methods or combinations of methods most appropriate to adult training here.

- **Distance Education Cooperation**

  Negotiate co-operative ventures in distance education with the federal government and with neighbouring provincial governments in order to maximize the N.W.T.'s access to new, expensive hardware and software.

- **Distance Education Partnerships**

  Negotiate distance education partnerships or the establishment of distance education consortia between Arctic College, the private sector and neighbouring public institutions.

- **Distance Education Technologies**

  Adapt and mould distance education technologies to respond to the North's needs and resources. Use of distance education "high tech" should only be employed if it is developed in conjunction with the learners in a community so there is a sense of community ownership and the learning process does not become alienating.